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Special Article

**Labor Scarcity and Labor-Market Policy Under an
Armament Program in Germany
and Great Britain**

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Social Security in Review

THE U. S. EMPLOYMENT SERVICE "and all the functions, duties, and powers of the Social Security Board in the Federal Security Agency relating to employment service" were transferred by the President on September 17 to the War Manpower Commission, to be "administered under the supervision and direction of the Chairman of the Commission." The National Youth Administration, the Apprenticeship Training Service, and the Training Within Industry Service were also transferred from the Federal Security Agency by the Executive Order, No. 9247; it was stipulated that the first two should be preserved as organizational entities within the Manpower Commission. The order further transferred to the Chairman of the Commission all functions, duties, and powers of the Federal Security Administrator relating to the following matters administered by the Office of Education: loans to students in technical and professional fields, education and training of defense workers, and visual aid for war training.

"In order to maintain, to the maximum extent consistent with the effective prosecution of the war," the Presidential order concluded, "the essential coordination and integration of public employment service and unemployment compensation functions, and to avoid any necessity for establishing duplicate public employment office facilities, the Chairman of the War Manpower Commission is directed to provide for making available to agencies charged with the administration of unemployment compensation laws, such services, information, and facilities by the United States Employment Service and its public employment offices as the Chairman of the War Manpower Commission finds will not be inconsistent with the effective prosecution of the war and as the Social Security Board finds necessary for the proper and efficient administration of such unemployment compensation laws."

THE FIRST "CRITICAL LABOR AREA" established by

the War Manpower Commission to prevent wasteful pirating and migration of war workers was announced by Paul V. McNutt, Chairman, on September 8. The area, in which manpower losses have already reduced production of copper and other metals and lumber, comprises the States of Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Texas, Utah, Washington, and Wyoming. All nonferrous-metal mining, milling, smelting, and refining, and all logging and lumbering industries and activities within the area are declared to be "essential war production activities." All production and maintenance occupations in the industries and activities so designated constitute "critical occupations." Workers engaged in an essential activity shall not seek employment, whether essential or nonessential to war production, without first obtaining a certificate of separation from a designated representative of the U. S. Employment Service. No employer in the area, whether engaged in essential or nonessential production, may hire any worker employed in one of the designated critical occupations on or after September 7 except on presentation by the worker of a certificate of separation. Appeal machinery to safeguard the interests of both workers and employers is provided.

Announcement of the plan followed consultation with leading members of management and labor organizations in the affected industries at a meeting in Washington early in September. Prompt action was deemed necessary to prevent further decline in essential production as a result of the pirating of labor at a time when sharp increases are vital. "It is important to note," Mr. McNutt pointed out, "that nothing in the employment stabilization plan will affect the collective bargaining agreements now in force, or established in the future, between unions and employers." The Selective Service System has already informed its local draft boards that

essential manpower should not be drained from the mines, mills, smelters, and lumber and logging operations in the area. Not later than 3 months after the effective date of the plan, a conference of representatives of management and labor is to be called by the Chairman of the Commission to consider the plan in the light of experience gained and to recommend such modifications or alterations as may be required to meet war production needs and to prevent injustices and hardships to employers and employees.

CREATION OF A WOMEN'S POLICY COMMITTEE of 12 members to assist the War Manpower Commission was announced by Paul V. McNutt on September 4. Saying that at least 18 million women must be gainfully employed by the end of 1943—5 million more than are now employed—Mr. McNutt indicated that the new Committee would be instrumental in determining whether a compulsory Nation-wide registration of women should be requested; it would also assist, if the need arose for drafting women for employment, in working out the necessary details. Such a program would include not only the actual recruitment of womanpower but the establishment of an enlarged and intensified training program to meet the needs of expanding production and of plants whose men are being taken into the armed forces.

PUBLIC EMPLOYMENT OFFICES made more than a million placements in July, 9 percent more than in June. Most of this increase came in filling farm jobs; the 350,000 agricultural placements were one-fourth more than in June while the 656,000 nonagricultural placements represented an increase of only 2 percent. In comparison with July 1941, however, 60 percent more jobs in all were filled this July; farm placements were up nearly 150 percent and nonfarm up 35 percent. More than half of all July farm placements were made in Arkansas, California, Idaho, Oregon, Texas, and Washington. Although most of the nonfarm placements continued to be made in a small number of highly industrialized States, the major part of the increase from June took place in the predominantly agricultural States. Sharp increases in Arizona, Arkansas, Kansas, Mississippi, Missouri, Montana, New Mexico, and Wyoming reflected the growing production and construction activities now taking place in the interior of the

country. The rise begun in March in the number of different individuals placed in nonagricultural jobs continued through July with the placement of 475,000 persons, 5 percent more than in June. Applications for work filed with employment offices during July dropped 10 percent from June to 1.7 million.

The total amount paid in unemployment benefits was 8 percent more than in June, a rise due largely to the situation in New York State, where payments almost doubled after the beginning of the new benefit year in June. The State made payments of \$9.2 million, twice the amount of disbursements in Illinois, the next highest State. For the country as a whole, total benefit expenditures in July were \$32.6 million. Most of the States reported declines from June; only 12 States besides New York made greater benefit outlays. That payments in July were 11 percent greater than in July 1941 resulted from higher base-period earnings and liberalized benefit provisions in a number of States and the change in the New York State benefit year. Some 863,000 different individuals received at least one payment during the month, slightly fewer than in June.

MONTHLY BENEFITS totaling \$10.8 million were in force in June for 596,000 beneficiaries of the old-age and survivors insurance program, increases of 3 percent each over the May totals. The proportion of benefits in conditional-payment status continued upward, the June increase being attributable entirely to an increase in the number of suspended payments. While the number of monthly benefit awards during the April-June quarter decreased slightly from the previous quarter, the number of lump-sum payments reached the highest point so far recorded. The 26,900 primary benefits awarded were the lowest number for any quarter—except October-December 1941—since monthly benefits first became payable.

CHANGES IN THE STATISTICAL SERIES on public assistance and Federal work programs in the continental United States, inaugurated with July data, reflect changes in the character or magnitude of various public aid programs. Current data on subsistence payments of the Farm Security Administration have been dropped; because of a drastic reduction in its appropriations, subsistence payments in the current year will be made by the

FSA only to families in need because of natural disasters. Liquidation of the CCC, as directed by Congress, is in process; data on enrollees and earnings during the period of liquidation will not be carried regularly but will be included in the time series only as data become available. Because the out-of-school work program of the NYA is now focused on the training of inexperienced youth for war industry, enrollment on work projects is no longer governed by need and therefore the program will no longer appear as part of the series. Data for PWA and other Federal agency projects financed from emergency funds are discontinued because they are of negligible importance even in the few States with such projects in operation. Beginning with July data, also, the general relief program will henceforth be called "general assistance"; this change is one of terminology only.

Total expenditures for public assistance and earnings amounted in July to \$120 million, a decrease of 11 percent from June and 28 percent from July 1941. Of the total amount expended, the special types of public assistance accounted for 54 percent, general assistance for 11 percent, and WPA projects for 35 percent. In comparison with figures for July 1941, payments for general assistance were 31 percent lower and earnings on WPA projects 38 percent less, while payments for the three special types were 8 percent higher.

AN INTER-AMERICAN CONFERENCE ON SOCIAL SECURITY, organized by the Inter-American Committee to Promote Social Security, opened on

September 10 in Santiago, Chile, under the auspices of the Chilean Government. Officials, social security administrators, and technical experts from the Latin American Republics, the United States, and Canada participated in the conference. Arthur J. Altmeyer, Chairman of the Social Security Board, served as chairman of the United States delegation. The three main items on the agenda for discussion were: extension of social insurance coverage to agricultural workers, to the self-employed, and to domestic servants; efficacy and economy of medical and pharmaceutical benefits in health insurance plans; and administration of cash disability benefits. The third item was presented for discussion by Mr. Altmeyer, who reported on "Formulating a Disability Insurance Program; an Analysis of Problems With Special Regard to the Situation in the United States." Other subjects of special concern to members of the Conference and listed for discussion include: approaches to social security; actuarial, statistical, and administrative standards for social insurance; and protection of insurance rights of foreign workers. The Inter-American Committee was established in December 1940 in Lima, when the heads of administrations and central institutions of social insurance from a number of American countries were present at the invitation of the Peruvian Government on the occasion of the opening of the Worker's Hospital, built by the National Social Insurance Fund of Peru. The Committee operates in relation with the International Labor Office, which was in charge of technical preparations for the Santiago Conference.

Labor Scarcity and Labor-Market Policy Under an Armament Program in Germany and Great Britain

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Striking similarities in the pattern of labor shortages that developed in Germany and Great Britain as a result of military mobilization and armament production suggest some current problems in the United States. Although, for many reasons, neither German nor British experience is wholly relevant, analysis of procedures in these countries reveals factors inherent in the development of labor-market policy and administration in wartime.

THE MECHANIZATION of modern warfare is responsible for basic similarities in the pattern of labor-market conditions that unfolds under a modern armament program. The numerical strength of armies is now limited by the availability of industrial workers able to keep them equipped not only with munitions but with the latest models of airplanes, tanks, and motorized transports. Pressure to secure labor for armament needs has been greatly augmented. During former wars, labor shortages, primarily of unskilled labor, eventually developed as a result of the demand for munitions. Today, the need for mass production of mechanized combat units, combined with the military requirements for mechanical maintenance, has changed the nature of war-labor demands.

Characteristic of modern armament programs is the early appearance of shortages of skilled workers. At first such shortages are localized and limited to highly skilled occupations, but inevitably they become geographically and industrially more widespread as the reemployment of multi-skilled and unit-skilled unemployed workers progresses. At length the point is reached when the available supply of unemployed workers previously employed in the metal trades is exhausted. It then becomes necessary to utilize the services either of remaining reserves of unemployed workers or of skilled workers employed in related occupations in other industries. Finally, as a result of increased production demands and military drains,

the reemployment process may reach the point where available unemployed reserves are virtually exhausted and it becomes necessary to curtail employment in nonessential industries and recruit workers not previously attached to the labor market. Employer competition for workers, coincident with and even antedating the development of actual labor shortages, increases as the scarcity of labor becomes more acute. More and more, widespread employer pirating, spiraling wage rates, and increasing labor turn-over, in addition to military drains, tend to disorganize and disrupt armament production.

The degree of labor scarcity primarily controls the application of governmental labor-supply policy. Nevertheless, institutional factors are responsible for essential differences in the basic approach to the formulation and enforcement of labor-supply policy. The Germans began with a blueprint of a controlled economy in which labor, equally with raw materials, was looked upon as a resource needed for armament expansion. The British, on the other hand, began with a relatively free economy in which the labor market was influenced by long-established and widespread worker organizations which were represented politically by actual participation in government. In Great Britain, for instance, adherence to the democratic principle of discussing labor-supply legislation with labor representatives to obtain agreement on basic policy prior to enactment characterized the introduction of labor-market controls. Such practices were absent in Germany, because trade-unions in the traditional sense had ceased to exist. Political aims and economic precedents thus affected the method of introduc-

*Bureau of Employment Security, Reports and Analysis Division. This article is summarized from a longer monograph issued in February 1942 as Employment Security Memorandum No. 18. In bringing the material up to date for this article the author was assisted by Samuel Halpern.

tion, the scope, and timing of labor-market measures. Differences in general economic conditions also accounted for minor variations in the nature of the labor shortage and, therefore, in the character of the required measures.

Variation in general climatic conditions in the two countries explains differences in the nature of the labor-shortage problem. Seasonal unemployment is more marked in Germany than in Great Britain, largely as a result of the greater importance of agriculture. The acute agricultural-labor shortage in Germany that antedated the Hitler regime had no counterpart in Great Britain. The timing factor also accounts for differences in the state of the labor supply. Hitler started his program, directed to an all-out war effort, in March 1933, during a major trade depression when unemployed reserves were markedly large. The British undertook a relatively small armament program in the spring of 1936 during a period of recovery. In March 1933, reserves of unemployed workers totaled more than 6 million in Germany, compared to a total employment of 13 million, whereas there were only 1.9 million unemployed persons in Great Britain in March 1936, as compared to an estimated total employment of 11.5 million.

Following the policy of adapting the total economy to permit maximum utilization of available manpower for armament purposes, Germany, as labor reserves dwindled, progressively extended labor control over all fields of economic activity. Great Britain, proceeding on the theory that government regulation of industry was an emergency measure, limited the area of labor control to industries essential to the armament program. Other than enforcing production curtailment the British did not attempt to regulate employment in nonessential consumer-goods fields until leakage of labor released from nonessential industries forced the adoption of such policy.

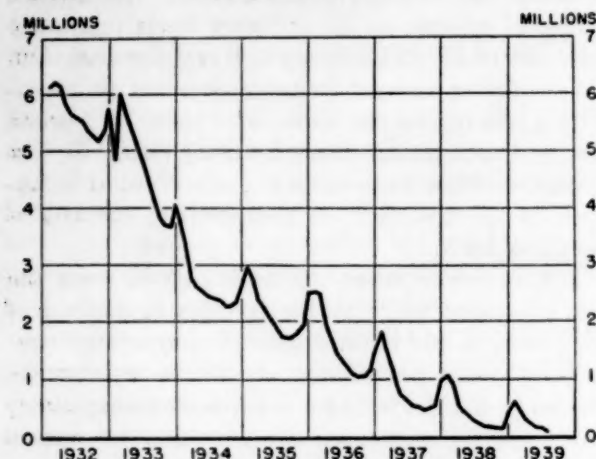
German labor-allocation procedure was based on an occupational approach to the problem. As shortages developed, employment service control of hiring was extended over similar and related groups of occupations regardless of industry lines. This approach promoted effective utilization of the labor supply in two ways: it permitted maximum use in armament industries of unemployed and employed workers from nonessential fields of employment with a minimum of labor loss, and it

promoted widespread inter-industry dovetailing of seasonally unemployed workers. The British policy of control on an industry basis promoted intra-industry stabilization of employment but did not foster transfer from nonessential to essential industries on the basis of similar or related occupations cutting across industry lines. It also permitted labor from curtailed nonessential industries to be absorbed in nonessential instead of essential fields.

Differences in labor-market policy between the two countries relate to the scope and method of introduction and enforcement of compulsory controls. Under pressure of acute labor scarcity, Germany did not hesitate to introduce compulsory labor control and made no provision for appeal machinery other than the right to lodge a complaint with the national production administration. On the other hand, Great Britain consistently pursued the policy of safeguarding established worker rights and continued to enlist the cooperation of workers prior to the introduction of compulsory controls. A labor representative in the Cabinet undertook the responsibility for formulating labor-market policy. Joint employer and trade-union national and regional advisory boards aided in this task. Before introducing compulsory control of hiring and separation in essential industries, the British utilized established collective-bargaining machinery to negotiate minimum wage rates and other conditions of work. This method of approach may have somewhat slowed down the rate of increase in armament production, but it has had the important advantages of reducing labor control compliance problems to a minimum and contributing to the maintenance of worker morale, factors which cannot be overlooked in connection with achievements after Dunkirk. Nevertheless, in both countries, hiring controls could not be properly enforced to make workers accept employment in occupations where established wage rates or working conditions, or both, were markedly less favorable than other available employment opportunities.

Maximum utilization of the available manpower to increase armament production under conditions of rapidly developing labor scarcity, however, required the same basic regulation of the labor market in both countries in regard to hiring, training, worker transfer and separation, and bringing new workers into the labor market. In each

Chart 1.—Unemployment in Germany, January 1932–July 1939¹



¹ From March 1935, Saar included; from January 1939, Austria and Sudeten provinces included; from June 1939, Memel included.
Source: *Reichsarbeitsblatt*, Feb. 1932–Aug. 1939.

country a national employment service was entrusted with this task, and its functions changed from assisting workers to find jobs and aiding employers to obtain qualified workers to that of exclusive control of hiring in fields of employment where the labor shortages were acute. To its original functions were added such new duties as the transfer of workers from nonessential to essential employment and the control of separation from employment. The employment service was also given the authority to collect whatever information was deemed necessary from employers and workers, to direct vocational guidance and worker training, to control wages and working conditions, and to enforce the introduction of improved industrial techniques.

Other aspects of labor-market policy are similar in both Germany and Great Britain. Both countries made provision for safeguarding labor reserves of essential armament industries from compulsory military service. Both countries, initially or eventually, made extensive efforts to train workers and required employers in essential industries to assume major responsibility for the task. There was increasing placement of workers from non-essential industries with skills closely related to the skills needed in armament industries, utilization on military construction projects of workers long unemployed, and the reconditioning of so-called unemployable workers for permanent employment. Although unemployment among certain

classes of workers, notably older workers and married women, inevitably accompanied curtailment of nonessential production, it was recognized that the extent of local utilization of displaced workers in new or converted plants measured the degree to which the change-over from nonessential to essential work was accomplished with the minimum of labor displacement. Introduction of comprehensive labor-market measures also necessitated development of fact-finding and enforcement machinery in both countries on a national, regional, and local basis. When shortages of workers for essential industries became acute, the employment service administration merged with the armament production administration and the department of labor on a national and regional basis for joint consideration and solution of production and labor-supply problems.

Nature of Labor Shortage

The armament program in Germany is considered as dating from Hitler's accession to power in the spring of 1933. At that time, reserves of unemployed workers numbered almost 6.4 million (chart 1).¹ Agricultural-labor shortages appeared as early as the spring of 1933, coinciding with the Nazi attempt, as the first step in armament, to increase agricultural production to the point of economic self-sufficiency. Local shortages of skilled building workers and skilled metal workers in smelting and rolling mills were not officially reported until 2 years later, in the spring of 1935. Except for seasonal increases during winter months, the number of unemployed in Germany steadily decreased to less than 74,000 in July 1939, and by October 1940, the last month for which data are available, it had shrunk to 32,000 persons, not more than one-tenth of whom were both employable and available for transfer to essential work. Reserves of unemployed agricultural workers diminished from 47,000 in September 1934 to 3,000 in May 1938. Reserves of unemployed metal workers were virtually exhausted early in 1937, less than 3 years after the first official reporting of local shortages in metal trades. In January 1939 the national labor shortage was estimated at 1 million. Private building projects, which had been put off for lack of labor, were again post-

¹ This figure includes 5.6 million reported unemployed and the estimated 799,000 reserves of "invisible unemployment."

poned. During 1940 these conditions were somewhat relieved by the importation of foreign workers and prisoners of war, but by the fall of 1941 the shortage had grown more acute, undoubtedly as a result of the military-labor demands of the Russian campaign. The unfavorable turn of events in the winter campaign in Russia introduced even greater labor scarcity and necessitated increased use of German women and foreign labor and the paring down of labor requirements in all branches of the national economy.

Chart 2.—Unemployment in Great Britain, January 1935–October 1941



Source: *Ministry of Labour Gazette*, Feb. 1935–July 1942.

The decrease in British unemployment was slower and less continuous. Between March 1936, when the first Defence Programme was adopted, and June 1942, the number of unemployed declined from approximately 1.9 million to 134,000 persons (chart 2). Local shortages of workers in skilled occupations in the construction and engineering (machinery) industries were reported a month after the armament program was instituted. These shortages continued during 1937 and early 1938 and spread to shipbuilding. They disappeared during the trade depression of 1938, when total unemployment increased markedly. The downward trend in unemployment was again interrupted in October 1939, after war was declared, as a result of the contraction of nonessential industries, including building, and dislocation in trade caused by evacuation of business from danger areas, diversion of shipping, and rationing of gasoline.

Following the increase in the drive for armament production which took place after the declaration of war in September 1939, competitive defense and nondefense employer bidding for skilled workers

in building trades increased. Offers of increased wages and the use of labor scouts augmented labor turn-over and the general disorganization of the labor market. By the spring of 1940, further increase in armament production, extensive factory construction, and expansion of the Army had nearly exhausted the reserves of skilled and semi-skilled metal and building trades workers. In April, registered unemployed workers in occupations in the metal industries² had fallen below 100,000. By July the number of unemployed in the building industry was also below 100,000, and shortages were developing in other essential industries, particularly mining and agriculture. Nevertheless, unemployment increased in the spring and summer of 1940 following more extensive curtailment of production in nonessential industries employing large numbers of women. The total number of unemployed workers, however, declined to 790,000 by November, when the Ministry of Labour made it known that a million more workers would be needed for the munitions industry by August 1941. By the spring of 1941, total reserves of the unemployed were approaching exhaustion. By June 1942, potential unemployed labor reserves had fallen to 106,600, and nearly 28,000 other unemployed persons had been declared unsuited for either full-time or normal industrial employment.

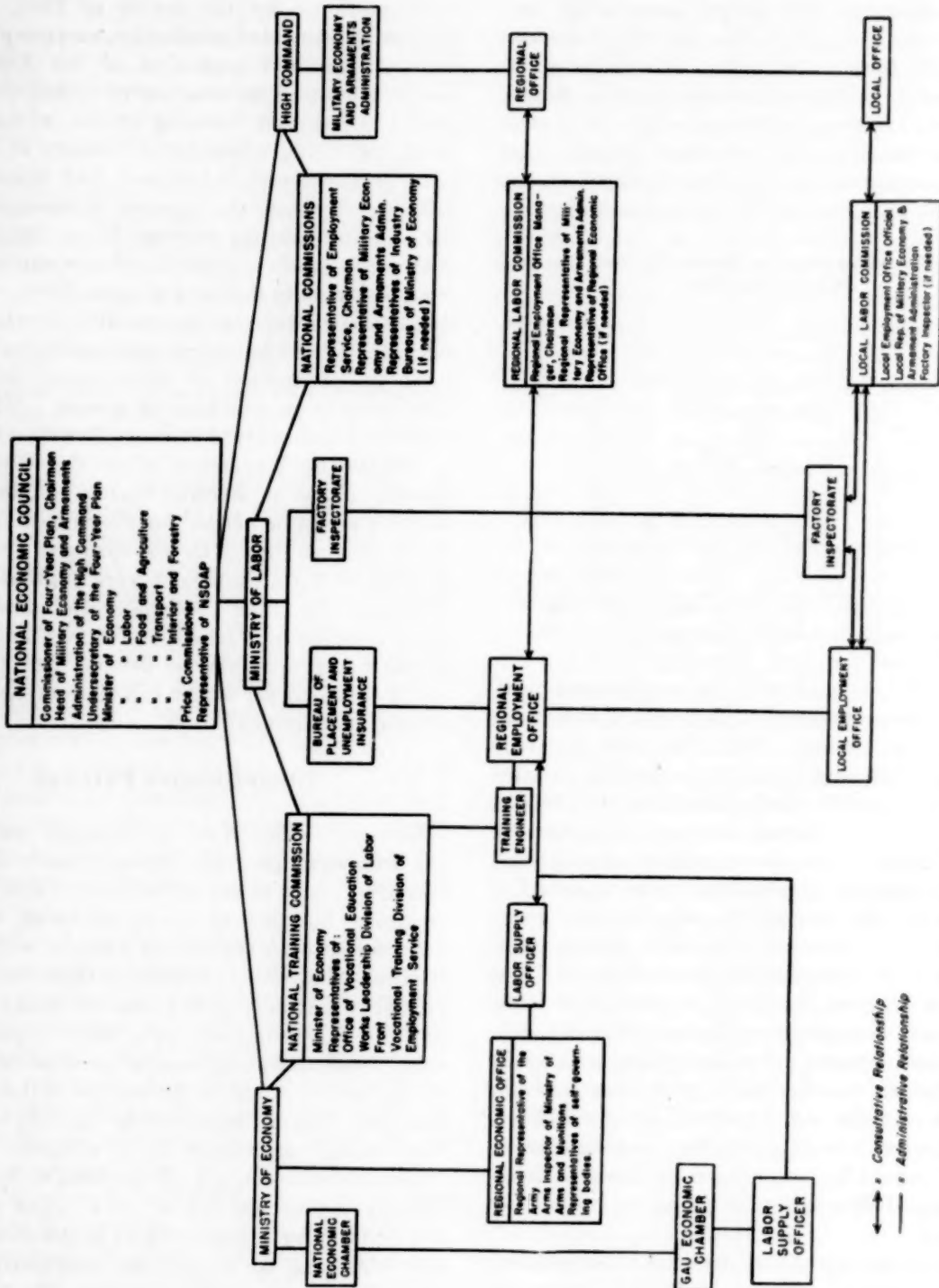
Administrative Patterns

Germany.—The Nazi government ushered in the armament program by compulsory cartelization of industry in the fall of 1933, 3 months after extensive building of roads, factories, and air-dromes had been started on a public works basis. By the end of 1934, compulsory trade associations existed in virtually all branches of economic activity. In the spring of 1933, labor organizations were transformed into a single government agency, the Labor Front, under the control of the National Socialist Party. Membership in this organization became compulsory for all workers.

Government control of production policy was inaugurated in the fall of 1934, when employer competition for skilled workers in the metal trades was beginning to disturb the continuity of employment in armament industries. In November

² Defined broadly to include all iron, steel, and nonferrous-metal products, machinery, shipbuilding, and other metal industries.

Chart 3.—Labor-supply administration in Germany¹



¹ Chart represents only agencies concerned with problems of labor supply (as of April 1942).

of that year the Minister of Economy, under the first Four Year Plan, assumed direct supervision over the compulsory trade associations by setting up a National Economic Chamber and regional³ economic chambers to centralize economic planning. Private regional chambers of industry and commerce continued to function under the supervision of regional economic chambers.

The industry blueprint adopted in 1934 by the first Four Year Plan, to combat future scarcities of labor, raw materials, and power, called for development of large-scale mass production by concentrating armament efforts in large concerns, most of which were government operated. These concerns were to receive orders directly from a unified military-supply administration. As the necessity arose, labor and raw materials were to be transferred to them from less efficient smaller plants.

National inspection of working conditions and worker placement were in existence when the Nazi regime was inaugurated. The former was a function of the Ministry of Labor; the latter constituted an important part of the work of an autonomous organization, the National Bureau for Placement and Unemployment Insurance.

There was extensive development of these various government agencies at regional and local levels. The administrative structure of the Labor Front furnished the basic pattern of organization for controlled employer organizations. This pattern, starting with the smallest industrial unit—the plant group—provided for representation in local, regional, and national groups in all industries, both single and allied. Thus, within each region, employer and labor groups considered regional problems and policies. In the spring of 1935 the High Command established regional military economic offices for the selection and inspection of essential factories engaged on military orders. The employment service likewise had regional offices, and government officials—labor trustees—were in charge of drawing up collective rules regulating working conditions in each region.

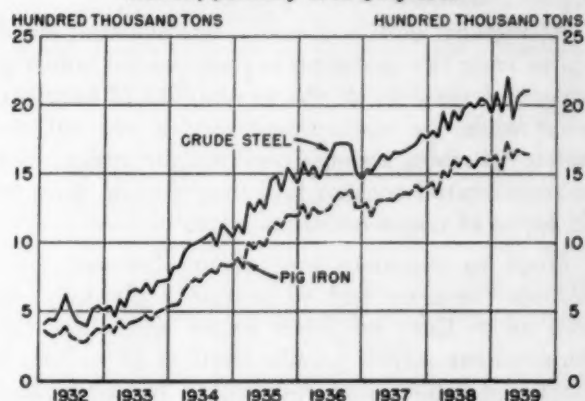
In many respects local administrative units

³ The term *Bezirk*, here translated "region" although ordinarily translated "district," is used to describe administrative subdivisions of the national government which, although influenced by the boundaries of originally independent feudal states, were primarily determined on the basis of homogeneous economic activity and density of population. Despite their small size, these administrative units correspond to administrative regions in the United States.

paralleled regional organizations. The local employment service and local representatives of the Labor Front and of controlled employer organizations functioned in each community.

Administrative changes announced in October 1936 were the government's answer to the growing

Chart 4.—Iron and steel production in Germany, by month, January 1932–July 1939¹



¹ From March 1935, Saar included; from April 1938, Austria, Sudeten provinces, and Memel included.

Source: *Wirtschaft und Statistik*, 1932–39.

volume of unfilled vacancies and increasing scarcity of raw materials in blast furnaces and rolling mills, and the failure of iron and steel to maintain the previous rate of production (chart 4). The administration of the second Four Year Plan was designed to speed up lagging armament schedules by concentrating on achieving self-sufficiency of raw materials, increasing the effective utilization of the available labor supply, and extending government control of prices and raw materials. Administrative integration was sought by making the head of the National Bureau for Placement and Unemployment Insurance director of the Administrative Section of the Division of Labor Allocation in the second Four Year Plan.

At the end of 1936, when shortages of skilled metal workers became acute, government control over the distribution of industrial resources was extended. Supervisory offices undertook the direct allocation of both domestic and imported raw materials, and the employment service was authorized to introduce preferential allocation of labor in the metal industry.

In the spring of 1938, in the interests of simplified administration, the major functions of the second Four Year Plan, primarily concerned with

raw materials and industry control, were transferred to the Ministry of Economy. Henceforth, the functions of the second Four Year Plan were confined to the regulation of prices, forestry, and transportation, and the solution of food and labor-supply problems. The Ministry of Economy assumed the major responsibility for formulating and directing industrial policy and the distribution of raw materials.

At regional and local levels, the distribution of scarce basic raw materials in nonessential industry became dependent on the availability of requisite labor when the employment service was authorized to distribute assigned quotas of iron orders, first to nonessential construction projects and later to all forms of nonessential industry.

Need to eliminate competition between government agencies and to centralize planning, as well as to limit employer rights and allow the employment service greater freedom to reallocate employed labor, was responsible for additional streamlining of national industrial control in 1938 and 1939. In September 1939, following the declaration of war, the last vestige of competition between government departments was removed by transferring to the Ministry of Economy the remaining administrative functions of the second Four Year Plan. At the same time, a National Economic Council was established under the leadership of Reichsmarshal Hermann Göring to determine the policy of the war economy. This Council comprised the Minister of Economy, the Minister of Labor, the Minister of Food and Agriculture, the Minister of Transport, the Minister of Interior and Forestry, the Under Secretary of the second Four Year Plan administration, the Price Commissioner, the Chief of the Military Economy and Armaments Administration of the High Command, and a representative of the National Socialist Party.

There was also increased centralized direction of labor-supply policy. A national training committee was established, composed of the Minister of Economy and representatives of the Office of Vocational Education, the Works Leadership Division of the Labor Front, and the Vocational Guidance Division of the Employment Service. National commissions were formed to investigate labor requirements and special industrial problems of large concerns. These commissions, presided

over by a member of the national employment service administration, were composed of members from the national armaments administration and, when necessary, representatives from the appropriate industry department of the Ministry of Economy.

Increased integration and centralization of controls over the national economy were accompanied by increased decentralization of administration to permit greater local utilization of plant facilities, raw materials, and labor for armament production. A number of factors accounted for this change of policy: the costliness, waste, and problems of transportation which had resulted from the policy of wholesale transfer of raw materials and workers from small to large firms; the increasing need to assure maximum effective use of the available, especially the skilled, labor supply; the necessity of curtailing nonessential employment to secure additional workers for war industries; and the difficulty of enforcing the large-scale compulsory transfer of labor.

Regional administration in all fields of armament production was developed and coordinated to enable the resources of a given region to be fully explored and utilized before economic activity in the region was disturbed. Regional economic offices were opened by the Ministry of Economy to coordinate production problems of armament industries, cooperate in rationing raw materials, and administer consumption-goods rationing. Membership of these offices included regional representatives of the military inspection and armament administrations and of employer groups in industry. In important essential industries, a regional commissioner was appointed as the official representative of the national commissioner for each region, to work out special industry problems in cooperation with the regional economic office. Regional clearing offices were set up to spread armament orders among small concerns. Armament orders still continued to be placed directly by the military-supply administration in the case of the large "W" or essential plants. Regional distribution by the employment office of orders for basic scarce raw materials for nonessential construction work was also extended to include steel, lumber, and cement, as well as iron.

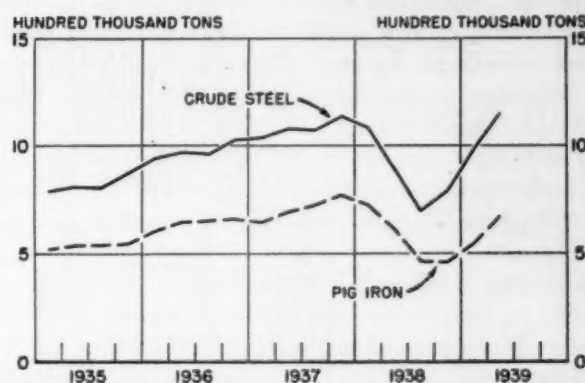
Regional coordination between armament labor-supply and production administrations was widely

developed. Regional commissions collected information and investigated conditions in plants with 200 or more workers to determine whether the labor demands were justified and whether labor-control regulations were being followed. These commissions were presided over by the placement officer of the regional employment office, or an especially experienced manager of the local employment office, and included regional members of the military-supply administration, and, if the occasion demanded, a representative of the regional economic office. Special labor-supply officers were also appointed for regional chambers of industry and commerce and the newly organized regional economic offices, to work out labor-supply problems with the regional employment offices. The regional labor trustee became head of the regional employment office, to coordinate control of wages and working conditions with the labor-distribution problem. Training engineers, responsible to the national training committee, were assigned to each regional employment office to direct the vocational training and retraining programs within the region.

Local community organization was similar. Local commissions, charged with the investigation of employers with 50-200 workers, differed from the regional commissions only by the addition, if the occasion demanded, of local factory inspectors and technical advisers. The local employment office manager likewise assumed direct control over working conditions by becoming the agent of the labor trustee.

In 1942, pressure to maintain military superiority and to free additional manpower for military needs was responsible for concentration and rationalization in industrial fields. National holding cartels under government supervision were established in the iron, coal, and textile industries. An Armaments Council, composed of representatives of the Army and industry, was set up for the purpose of improving industrial processes. The regional economic administration was simplified, to release labor both from the bureaucracy and from industry. The regional economic chambers were dissolved and replaced by *Gau* (National Socialist Party district) economic chambers. Many of the private chambers of industry and commerce were dissolved, and the others were amalgamated in the *Gau* economic chambers. At the same time, controls for distributing raw ma-

Chart 5.—Iron and steel production in Great Britain, by quarter,¹ 1935–June 1939



¹ Average monthly figure for each quarter.

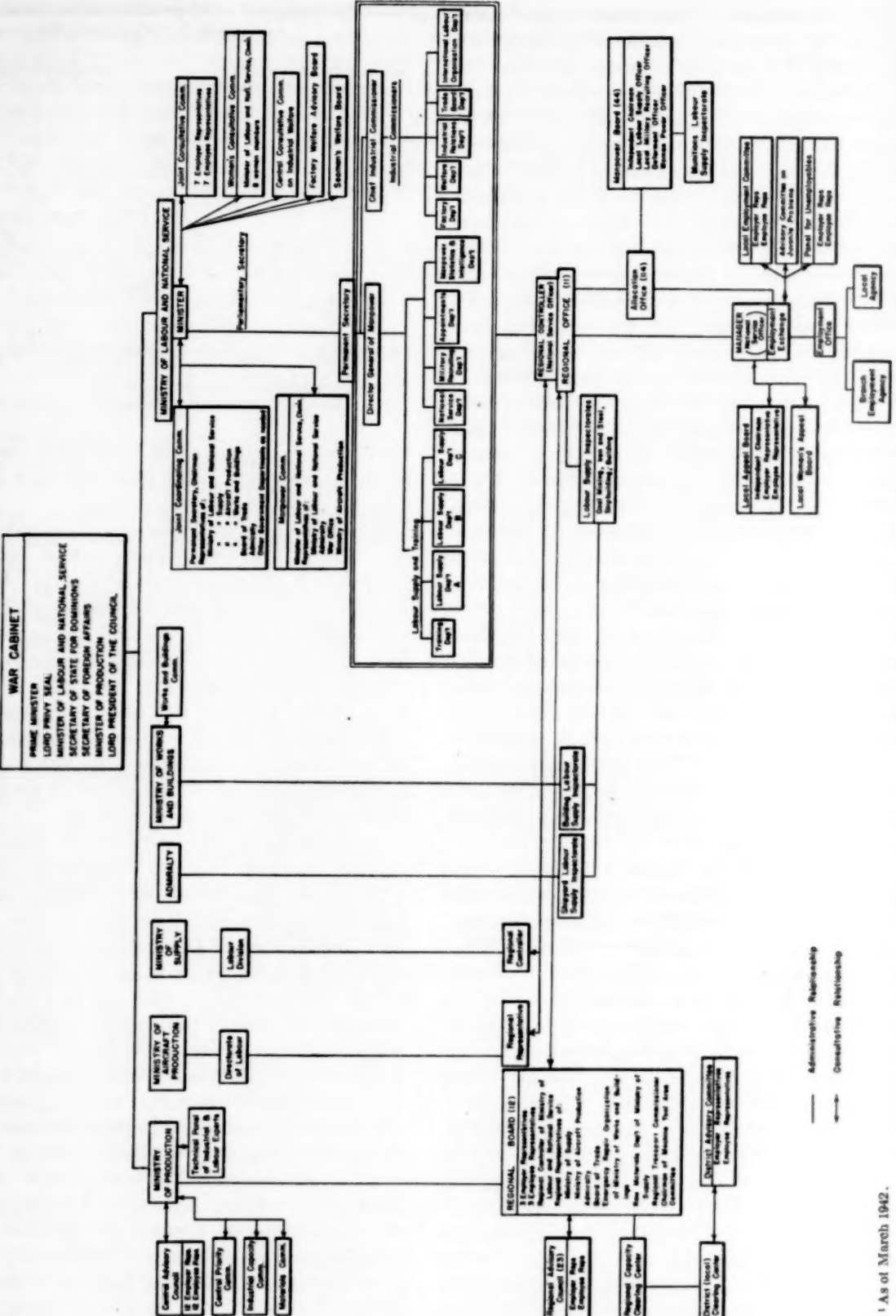
Source: Ministry of Labour Gazette, Feb. 1940.

terials to employers were simplified, but heavy penalties were set up for false reporting of either labor or raw-material requirements.

Developments in labor-allocation administration placed the employment service under the control of the National Socialist Party. In March the *Gauleiter* (party district leader) of Thuringia was appointed Deputy General for Labor Allocation, in which position he was authorized to control directly both the wage and labor-allocation divisions of the Ministry of Labor. In April, party district leaders were appointed as his deputies and, in this capacity, authorized to issue directions concerning labor-allocation policy to presidents of regional employment service offices.

Great Britain.—The government attempted to execute the first Defence Programme of March 1936 by the traditional parliamentary process of coordinating committee action. A new Minister for Co-ordination of Defence endeavored to obtain the wholehearted cooperation of various branches of the government, employers, and trade-unions without disturbing peacetime conditions. This program failed of accomplishment largely from lack of executive powers which would have permitted effective planning and organization of armament production. Employers were opposed to any disturbance of "business as usual" and distrustful of extension of government control of production. Craft unions in key metal trades were unwilling to permit job dilution or relax apprenticeship restrictions. The slight increase in iron and steel production between 1936 and the spring of 1938 and the decline during the general

Chart 6.—Labor-supply administration in Great Britain¹

¹ As of March 1942.

recession in 1938, shown in chart 5, indicate the limited extent of war efforts during this period.

National control of armament production dates from the appointment of a Minister of Supply in July 1939, 5 years after the first demand for such action was made in the House of Commons and only 2 months before the outbreak of actual warfare. The new Minister received broad authority to control raw materials and the production of Army munitions. Specifically, his powers included the authority to regulate production, distribution, and prices in war plants, and in this connection to require necessary information from employers.

Efforts to control the distribution of armament-production resources were confined to an attempt to classify the relative importance of competing claims for scarce raw materials without centralized control. The Ministerial Priority Committee, to whom this function was assigned, was composed of the Minister for Co-ordination of Defence, the Minister of Supply, the First Lord of the Admiralty, the Secretary of State for War, the Secretary of State for Air, the President of the Board of Trade, the Minister of Labour, and the Financial Secretary of the Treasury. This form of priority organization, however, proved ineffectual, because each one of the participating government departments was free to determine the priority of a given raw material.

Government agencies were already functioning in a number of labor-market fields. The national employment service in the Ministry of Labour, with its divisional⁴ and local offices, was the official public placement system for workers covered by unemployment insurance; national factory-inspection laws were enforced by the Board of Trade; and national wage regulation in a number of industries was carried on by trade boards and joint statutory bodies.

Prior to the spring of 1940 there was little development in the national administration of labor-market problems except the Minister of Labour's assumption of direct control over the employment service, the enforcement of factory regulations, and the beginning of joint employer and worker participation in the formulation of labor-market policy. After the declaration of war the title of the Minister of Labour was

changed to Minister of Labour and National Service, and authority to enforce the Factory Acts was transferred to his Ministry. At the same time a National Joint Advisory Council, comprising 15 representatives each from employers and workers, was formed to advise the government on matters of interest to both groups. In the face of a national emergency, the trade-unions supported further extension of national control over essential industries and consented to support job break-down.

Regional development of the national armament administration started in the latter part of 1939. Area supply boards under the Ministry of Supply, designed to increase the participation of small firms in the program, began to be set up in regions roughly comparable, geographically, to the employment service divisions.

Early in 1940, armament-production policy was integrated at national and regional levels, and administration of raw-material priorities and labor supply was more highly centralized. In May the Ministerial Priority Committee was replaced by the Production Council which, concentrating on the production aspects of the armament program, continued to include the Minister of Supply, the First Lord of the Admiralty, the Minister of Aircraft Production, and the Minister of Labour and National Service, but did not include the Secretary of State for War, the President of the Board of Trade, or the Financial Secretary of the Treasury; added were the Minister of Agriculture, the Minister of Mines, and the Minister without Portfolio. The title of the body revealed a new emphasis on eliminating machine-tool and skilled-labor bottlenecks by spreading government contracts to small as well as large firms. In October a new department of the government, the Ministry of Works and Buildings, undertook the supervision of building materials and the construction industry to prevent material shortages from impeding armament construction.

The administration of raw-material priorities was centralized by giving controllers in a Central Priority Department of the Ministry of Supply the exclusive right to issue priority certificates for strategic raw materials to all consumers, including government departments. Nevertheless, efforts to direct the distribution of armament-production resources continued to be concentrated on preferential distribution of industrial resources on the

⁴ The division is an administrative subdivision of the national government and, despite its small size, corresponds to the region in the United States.

basis of committee decisions. The general direction of production priorities, on which raw-material preferentials were based, emanated from policy laid down by the War Cabinet under the Prime Minister, who was assisted by the Ministers of Labour and Supply, among others.

Under the chairmanship of the Minister of Labour and National Service, a Labour Supply Board, composed of the Parliamentary Secretary, four officers of the Ministry of Labour, and two industrialist and two labor representatives, became the policy-making body for placement, transfer, training, and dilution. The National Joint Advisory Council, changed to the Joint Consultative Committee with a membership of 14, became the official advisory committee on labor-supply policy. The training department of the Ministry of Labour and National Service and its attached inspectorate undertook the task of developing public training centers to meet war-production needs.

Administrative changes on a regional basis integrated previously independent government agencies concerned with developing armament production, placement, and labor inspection. Area boards were taken over by the Production Council. The controller of the divisional employment office was the chairman of each area board and, in this capacity, adjusted difficulties over priorities of contracts, especially in relation to competing labor demands. Other members of each area board included officers from the Admiralty, the Ministries of Aircraft Production and of Supply, and occasionally a representative of the Board of Trade; these members were individually responsible to their respective Ministries.

At first, area boards were advised by committees composed of an equal number of representatives from employer and trade-union organizations. Later, in the interest of more direct action, three representatives of the industrialists and three of the trade-unions became members of each board, and the advisory committees were called together merely for consultation.

Local labor-supply committees were also set up in each important munitions area to handle the regional labor-procurement problem. These committees, of which the manager of the local employment exchange was always a member, were composed of a chief and two other labor-supply officers, selected for their practical knowledge of

industrial conditions, and the local factory inspector and welfare officer. Labor-supply inspectors, frequently former union officials, were attached to the regional offices and worked under their direction. Special labor-supply committees were subsequently established to procure shipyard labor, and inspectors were assigned the task of procuring labor for special branches of military supplies. Building and dock labor-supply inspectorates were also appointed to do similar work but reported directly to their respective Ministries.

The number of frequently competing labor-supply inspectors in a community depended on the number of essential industries located therein. Their functions were many and various. They negotiated agreements with unions to transfer workers to other industries; examined employer labor demands in terms of the possibility of redistributing skilled labor, subdividing industrial processes, introducing job dilution and additional training; arranged for the recruitment and placement of trainees in training courses; and investigated infringements of labor control legislation and standard working conditions.

Recommendations of the labor-supply committee, based on inspectors' reports, were transmitted to the employer. In case the employer or worker objected to transfer, final decision was rendered by the divisional controller, in conjunction with the area board representative for the industry concerned; the decisions were based on priority directions issued by the Minister of Labour on the advice of the Labour Supply Board. The regional controller or one of his deputies or the employment exchange manager, as national service officers directly responsible to the Minister of Labour, were in charge of administrative arrangements for transferring workers from nonessential to essential work.

At the same time, the Ministry of Aircraft Production and the Ministry of Supply established their own labor-requirements divisions. In each region, representatives of these divisions were chiefly concerned with convincing the regional controller of the Ministry of Labour and National Service that the production activities under the control of their respective Ministries should have prior claim to available labor.

The Production Council, in which decisions were reached on a coordinating committee basis, was replaced in January 1941 by the Production

Executive under the chairmanship of the Minister of Labour and National Service. Membership in this body was limited to Cabinet Ministers directly concerned with the immediate need for further curtailment of nonessential industry to secure additional labor for war industries. In addition to the chairman, the Production Executive included the Minister of Supply, the Minister of Aircraft Production, the First Lord of the Admiralty, and the President of the Board of Trade. An Imports Executive, with substantially the same membership, was also established under the chairmanship of the Minister of Supply to control imports and the production of export goods. Decisions of these two executive bodies were coordinated by the Lord President's Committee, directly under the Prime Minister, of which both the Minister of Labour and the Minister of Supply were members. Ministers responsible for home security, fiscal policy, and post-war planning were also members of this Committee, which acted as the main coordinating medium for the War Cabinet.

During July 1941, criticisms were leveled at the lack of national planning, the lack of centralized control, the extent to which the various government departments, frequently working at cross purposes, competed for raw materials and labor, the existence of three separate series of priorities—production, raw materials, and transport—and the lack of any ordered system of labor priorities.

A number of new developments in the latter part of 1941 and the first half of 1942 indicated a trend in the direction of increased national planning and production control. The sphere of governmental control over industry, especially in employment fields, was widened by the application of the Essential Work Order to an increasing number of essential industries and government control of coal mining. As the first step toward centralized national planning, a Central Joint Advisory Committee was formed to advise the Production Executive and coordinate regional production problems.

The Central Priority Department was replaced by a Central Priority Committee under the Production Executive. The new committee was composed of the principal priority officers of the Ministries, under the jurisdiction of the Production Executive. These officers were now authorized to issue, in addition to the older form of

raw-material certificate based on the importance of special classes of munitions, emergency production certificates for specific contracts or projects whenever bottlenecks existed in a particular production field. In addition, raw materials began to be directly allocated for public building.

Centralization of production controls extended to regional levels. Area boards, with their names changed to regional boards, were made directly responsible to the Production Executive, and their membership was increased to represent all aspects of regional production problems. Their functions, however, remained mainly advisory. At this time the Regional Controller of the Ministry of Labour and National Service was removed from the chairmanship; henceforth the chairman was chosen usually from the employer representatives and the deputy chairman from the employee representatives. In their enlarged sphere of action, they advised on production problems and, in a few areas, supervised regional and local capacity clearing centers for spreading contracts.

During 1941 and early 1942, changes were made in labor-supply administration reflecting three main trends. These were: expansion and centralization of labor control, increased influence of official bodies as opposed to nonofficial groups, and greater emphasis on industrial efficiency. Early in 1941 the Labour Supply Board was dissolved and replaced by a Joint Coordinating Committee. In contrast to the Labour Supply Board, which was composed of equal numbers of official and nonofficial representatives, this Joint Coordinating Committee comprised the Minister of Labour and National Service as chairman, and representatives of government departments concerned in the war-production effort. This change indicated recognition of the need for national reconciliation of conflicting labor requirements, primarily on the basis of the relative importance to the war effort of different classes of products. In February 1942 the Manpower Committee, an interdepartmental committee attached to the Production Executive and dealing with military and civilian requirements, was transferred to the Ministry of Labour and National Service. Thus, a further step was taken toward centralizing labor-market control in this Ministry.

Direct control of the allocation of manpower between the armed forces and industry and between nonessential and essential industries was central-

ized in December 1941 at the regional level in 45 manpower boards. Utilizing the sanction of military conscription, the manpower boards, after an investigation by a labor-supply inspector, decided whether a worker should be placed in military or civilian service, and if the latter, whether he could not be more effectively used in more essential employment. Emphasis was placed on shifting workers from firms in which stocks had piled up or which were producing material of less immediate importance to more urgent work. In doing this, the boards took over the functions of the local labor-supply committees, which they replaced, and assumed complete responsibility for administering a system of exemption from military duty solely on the basis of individual deferment; they also conscripted women for military and civilian service. The labor-supply inspectorate in charge of military-supply fields was transferred from the regional offices to the manpower boards. There was a trend toward the appointment of production engineers, instead of former trade-union officials, as labor-supply inspectors.

In February 1942, the Production Executive was replaced by a Minister of Production. The functions and apparatus of the Production Executive were transferred to the Ministry, except for the functions dealing with labor, which were shifted to the Ministry of Labour and National Service. While the centralization of authority in the hands of a Minister represented an advantage over the committee technique, the Minister of Production in reality could exert control over other Ministers only insofar as he had the backing of the War Cabinet, on which—as well as on the Lord President's Committee—he replaced the Minister of Supply. His main accomplishment was the establishment in March of an advisory panel of industrialists and labor experts to assist with problems of technical efficiency.

In May the Minister of Production announced his intention to appoint regional controllers as permanent chairmen of the regional boards. This move did little to strengthen his executive power over the boards, since the regional controller was *primus inter pares*, in line with the customary committee procedure. No steps were taken to increase integration of labor supply and production control at the regional level, where action continued to be dependent on the influence which

the representatives of the different government departments could bring to bear on the regional employment office. There was an expansion of the regional and local capacity clearing centers in some areas.

Recruiting Problems

Identical labor-shortage problems in each country resulted in basically similar legislation. Yet rapidly changing conditions in the labor market were continually raising problems which required new forms of solution.

Safeguarding Labor Reserves

Germany's early attempts to redistribute the employed population in order to release men under 25 years of age for military training were relatively unsuccessful. The problem of skilled-labor allocation between military and civil requirements was ultimately solved by compiling a military occupational register, permitting indefinite deferment of individuals possessing strategic skills, and demobilizing soldiers in between campaigns for temporary employment in key shortage occupations. This technique could not be applied during the prolonged Russian campaign.

In Great Britain, the offices under the Ministry of Labour and National Service which handled recruiting and registration for military service at first based deferment primarily on a system of reserved occupations, but either the employer or the worker could apply for an individual deferment based on the worker's indispensability. Men in occupations considered essential for national defense were exempted by lowering the age in these occupations below which men could be drafted and by constantly revising reservation ages on the basis of changes in industrial demand. When it became necessary to utilize workers previously in utterly dissimilar occupations for training and placement in armament industries, the safeguarding system was revised to distinguish between a man's usual and his current occupation, and two age limits were fixed for many occupations—a lower age for a man engaged in work protected because of its national purpose and a higher age for a man engaged in unprotected work.

At the end of 1941 the system of reserved occupations for military service was entirely superseded by the more flexible method of individual deferment; each worker's indispensability was

reviewed before manpower boards composed of a labor-supply expert, the local employment service manager, the military recruiting officer in charge, and a womanpower officer. After December, men and women became liable to compulsory military service.

Absorption of the Unemployed

Absorption of large reserves of unemployed workers in armament industries was promoted in Germany by employing relief workers on armament construction projects and utilizing the unpaid services of the Labor Service, membership in which was compulsory for youths 18-25 years. The decline in unemployment was also accelerated by employment service clearance procedures, utilization in war production of related skills from other industries, rehabilitation of not fully employable groups, and the dovetailing of seasonal-labor demands.

From 1936 to 1940, when shortages in Great Britain were limited to key skilled occupations, no special attempts were made to utilize unemployed workers from other occupations in the armament program, or to recondition the "hard core" for permanent reemployment. When reserves of unemployed workers from essential occupations were approaching exhaustion in the summer of 1940, the absorption of unemployed reserves was promoted by using in war production the unemployed from related skills in printing, woodworking, building, and nonessential metal industries; the location of plant sites was correlated with reserves of unemployed; and review of the employability of totally unemployed persons by industry panels of employers and workers was inaugurated.

Training

Germany.—The importance of vocational training was recognized in Germany long before the advent of Hitler. There were two types of institutions for the training of skilled workers: trade schools and continuation schools. In independent craftsmen's shops, apprenticeship training was regulated and inspected by the Chamber of Handicrafts. In addition, the National Bureau of Placement and Unemployment Insurance provided vocational training for unemployed persons, who were entitled to receive 8 weeks of unemployment benefits during training.

Under the Nazi regime the responsibility for training the unemployed was shifted from the National Bureau to private industry in order to develop training for a specific job. Additional training needed to fit multi-skilled and unit-skilled unemployed workers for armament work was given on production machines in the plant. Continuation schools were used, however, to recondition the long-term unemployed workers for training within industry. In November 1936, when there were marked shortages of skilled workers in the metal and building trades, employers with 10 or more employees in these industries were required to train an assigned quota of apprentices or pay the National Bureau a sum equal to the cost of such training.

New developments in the training program occurred in 1937 and early 1938, when it became necessary to utilize the services of increasing numbers of inexperienced and unskilled workers for essential industries. In-service training began to be supplemented by public training. The continuation schools were dissolved, and the curriculum of both elementary and advanced trade schools was closely coordinated to furnish the required theoretical background for practical on-the-job training. More than 200 courses were opened in technical schools and other available suitable quarters, under the direction of the Labor Front. Courses in residence were supplemented by public correspondence courses especially designed for employed workers. Pressure on employers to train workers was likewise increased, while courses lasting 4-6 weeks and joint training centers for small firms were developed in many localities for training workers as unit-skilled operators. Employers who agreed to accept inexperienced workers for a 6-week unpaid probationary period were required, once such a period was satisfactorily completed, to guarantee necessary further training and regular employment for not less than 5 months.

Agricultural training was also developed. Under the direction of the National Food Estate, 2-year apprenticeship courses were opened on farms for youths leaving school. In connection with the obligation to accept a year's employment in agriculture, short 8-week agricultural training courses (with compensation furnished on the basis of need) were offered girls under 25.

When reserves of the unemployed were virtually absorbed, responsibility as well as obligation was placed on the employer to train new entrants in the labor market. In addition to furnishing the theoretical instruction needed for higher grades of skilled work, public training courses provided the introductory and specialized training needed to prepare youths, and special groups of inexperienced workers, for further training within industry. In September 1939, employers were required to provide systematic training for all grades of multi-skilled and unit-skilled occupations and general training in practical industrial problems. Special courses were opened for retraining adults and preparing physically handicapped workers for employment in war industries.

In the case of compulsory retraining outside the plant for a period of more than 3 days, the government at first assumed the entire responsibility for financing the trainee and his dependents. Later in 1940 the magnitude of the retraining program caused the government to shift part of the financial burden to the employer; plants for whose benefit the workers were being trained were required to share in the cost of the undertaking after 4 weeks of training had demonstrated the capacity of the trainee for his future employment.

Later, concessions were made to both employers and workers to facilitate the absorption of the residue of less desirable workers and improve training morale. Employers in the iron and steel industry were required to pay the trainee wages equal to the entrance wage rate for unskilled workers in the plant plus a flat sum for pocket money and food. Employers were completely relieved of the burden of financing training for workers difficult to place because of age or other handicaps, and the Army assumed the entire cost of training injured soldiers.

Exclusive control of vocational guidance and placement was given to the employment service in November 1935, early in the armament program. Vocational guidance, however, remained a voluntary service. Nevertheless, apprentices enjoyed considerable freedom in the matter of selection of place of training and place of employment after the completion of the training period, and the employment service customarily consulted the national compulsory trade association in regard to their placement.

When reserves of the unemployed began to be

exhausted, increasing government pressure appears to have been exerted on youths in connection with choice of a career. In March 1938, the parents of youths leaving school, and youths themselves, were required to report the fact to the employment service, and the following December the public school administration was held responsible for these reports. Nevertheless, officially, youths were still free, with parental consent, to choose their vocations, and articles in the *Reichsarbeitsblatt* in 1940 lamented the fact that mining and agriculture were not popular. After the spring of 1940 the movement of apprentices in essential industries was restricted, and the employment service exercised exclusive right of placing all grades of skilled trainees.

The training program has been extensive in scope. In 1938 a total of 3.3 million workers attended training centers. In the fall of 1940 it was estimated that Germany had retrained a million workers in the first war year. In view of the fact that an average of 560,000 boys left school each year in the period between 1937 and 1940, the minimum training potential has apparently been at least 1.5 million a year.

Great Britain.—Expansion of the training program was delayed until reserves of unemployed workers in essential industry occupations were virtually exhausted. Prior to the armament program, vocational training was closely linked with a system of general education in the form of technical, trade, and continuation schools. In addition, some 18 government training centers in depressed areas provided general practical training for unemployed workers. In these centers, courses were normally 6 months long, and during the period trainees ineligible for unemployment benefits received allowances on the basis of need. In March 1940, these courses were revised to concentrate on training semiskilled workers in the metal trades; the area of recruitment was extended from depressed areas to the whole country; and the age of admission was raised to include men over 45 years of age.

During the summer and fall of 1940, the number of government training centers was increased to 40, the 6 months' training period was shortened to 3-5 months, and shift systems were installed. Enrollment was open to employed as well as unemployed workers. Allowances for unemployed workers, ineligible for benefits, ceased to be based

on need; and supplemental payments for dependents were made to all trainees away from home. Shorter courses, generally 8 weeks long, were opened in 150 technical colleges to train inexperienced workers and to facilitate upgrading. Maintenance allowances and daily traveling expenses were paid to all trainees. As a result of these developments, the Ministry of Labour stated in October 1940 that it would not be long before the government training centers would be graduating from 250,000 to 300,000 trainees a year.

The government likewise encouraged the extension of employer training and upgrading among metal-trades employers not fully engaged in war work. Financial assistance was provided to cover the salaries of instructors and the cost of equipment for employers who undertook to train workers for other than their own use. The government reserved the right to determine and to inspect the number of trainees, the type of training, and the length of the course, and trainees received government allowances instead of wages.

The necessity of using increasing numbers of inexperienced workers and employing new entrants in the labor market, for the most part women, focused attention on the fact that training on the job was the most effective method of inducting these workers into industry. The close relationship between training, upgrading, and job dilution, and the growing pressure to achieve maximum effective utilization of each skilled worker, finally outweighed any previous fears that training programs in essential industries would materially hamper output. Adequate provision for employer training for their own use in industries became compulsory early in 1941. Soon four or five times more persons were being trained in machine-building and ordnance factories than in public training centers.

During the latter half of 1941 and first half of 1942, public training was remodeled to furnish the supplementary training needed for upgrading and developing supervisory abilities; prepare special-problem groups such as the handicapped for industrial employment; and provide all other new entrants with a brief general introduction to industrial problems and processes. In August 1941, government training centers and technical colleges opened advanced public training courses for employed workers in the machinist trades; while attending these courses the worker remained on

the employer's pay roll. In November, special courses were opened for training disabled persons for war production. In February 1942, the number of government training centers was consolidated from 39 to 24, and a short introductory course lasting 4-8 weeks replaced the normal 16-week course of more detailed instruction, which was reserved for specially selected candidates. Efforts to overcome already declining attendance in the public training centers had occurred as early as the previous July, when trainees 19 years of age and over attending public training courses in the machinist trades began to receive wages instead of an allowance.

Compulsory Controls

Germany.—The Nazi regime first introduced labor-control measures in order to achieve self-sufficiency in food production, but the substitution of the military term labor allocation (*Arbeitseinsatz*) for the traditional term labor exchange (*Arbeitsvermittlung*) in the first agricultural decree also marked the initiation of national planning in labor-supply fields.

Early in the spring of 1934 this decree attempted to solve the problem of agricultural-labor shortage by forbidding workers from rural communities to seek employment in a large metropolitan area; by giving the employment office control of hiring agricultural workers; and by requiring employers in such seasonal industries as coal mining, construction and allied trades, canning, hotels and restaurants, metal reduction, and semimanufactured metal products, to discharge former agricultural workers. Acute scarcity of harvest labor resulted in an attempt in August 1934 to reallocate age groups within industry to make workers under 25 readily available for harvest work and military service.

The enabling act of August 10, 1934, vested in the employment service exclusive authority for allocating and reallocating labor and collecting labor-market information. Specific application of this law in industry took effect in December of that year when skilled metal workers were required to have a permit from the employment office in the local community to accept work elsewhere. In November 1935 the employment office was given a monopoly of the placement function; other non-profit placement agencies were allowed to continue only with the permission of and under the direct

supervision of the president of the National Bureau.

In the fall of 1936 the employment service assumed control of the hiring of workers in skilled building and metal-trades occupations, and blind advertising was forbidden. The employment service was also authorized to allocate labor in the metal industry on the basis of preference, in succession, to armaments, food supply, domestic raw materials, exports, and housing;⁵ to negotiate for the return of skilled metal and construction workers employed outside their usual occupations; and to determine the quota of apprentices in the metal and construction industries for employers with 10 or more employees. To control voluntary quitting, legal requirements regarding notice⁶ were also utilized. If a worker left without notice, employers in essential industries were permitted to withhold the Work Book required for placement until the requisite notice period had expired.

When labor shortages were, for the most part, localized and limited to skilled-worker groups, the authority of the employment service was carefully circumscribed, and indirect rather than direct compulsion was applied. The right to compel skilled workers to return to their usual occupation was limited by the fact that a worker was not expected to change his job if the new job was temporary or less well paid, or if it involved separation from his family. Moreover, transfer to suitable skilled employment in the same plant was considered a solution of the problem. Likewise, when efforts were made to force agricultural workers back to the land, indirect means were used to accomplish this purpose by requiring employers in a number of industries to discharge employees formerly employed in agriculture, on the assumption that workers forced out of employment would return to agriculture.⁷

The one attempt at direct application of compulsory transfer in this early period appears to have been sparingly applied and finally abandoned in favor of indirect compulsion. The order of August 28, 1934, which had attempted industrial replacement of the under-25 by the over-40

age group, was not widely enforced. Two years later, when a similar redistribution of age groups was attempted among employed salaried workers, all reference to compulsory transfer was carefully avoided. In the decree of November 7, 1936, employers were required to accept a suitable proportion of qualified workers over 40, and the indirect result—discharge of workers under 25—was not mentioned.

As reserves of unemployed workers from occupations similar or closely related to those in essential industries dwindled, employment service control of hiring was progressively extended. Starting first with seasonal and foreign migratory agricultural workers, this control was extended to all metal, construction, and building-materials workers and to chemical workers in three districts. Finally, the employment service was broadly authorized to assume exclusive control over apprentices and unpaid learners under 25 years of age and to order any employer to hire or discharge workers.

Transfer of labor from nonessential to essential fields was increasingly effected by direct resort to compulsion, but indirect measures continued to be used. In 1937 the employment service was permitted to revoke the licenses of peddlers and itinerant salesmen, a small group of about 218,000 persons, for training and transfer to essential armament work. Transfer was also effected by agreements negotiated with employers and by curtailment of the consumer-goods industries. In the summer of 1937, transfer of workers from nonessential to essential work was also encouraged by curtailment of partial employment in the textile industry and refusal of partial unemployment benefits to workers under 30 without dependents.

Dwindling of total unemployed reserves below 500,000 and full mobilization of the armed forces, coupled with the need to build the West Wall fortifications with the greatest possible speed and at the same time continue the expansion of armaments, forced increasing reliance on planned reallocation and control of employed workers. During 1938 and 1939, control of hiring was applied progressively to wage earners, salaried workers, works managers, and paid and unpaid learners, then extended to occupations in all industries, except agriculture, mining, and domestic service in homes with children under 14—

⁵ Preferential allocation began after a plant engaged more than 10 employees per quarter.

⁶ Usually 2 weeks for wage earners and 1 month for salaried workers.

⁷ To some extent, previous agricultural-labor experience must have influenced this course of action. During the last war, efforts to force agricultural workers back to the land had failed. Voluntary inducements offered to the urban unemployed to accept farm work during the post-war period had likewise proved unsuccessful.

three fields of employment which workers were reluctant to enter. The employment service was likewise placed in direct control of voluntary quitting in all fields of employment for all wage earners from works managers to unpaid learners, with the exception of workers engaged in casual employment or earning insignificant amounts not covered by sickness insurance.

There was widespread recourse to compulsory transfer when exhaustion of reserves of the unemployed threatened. In June 1938 any German national could be transferred by the employment service for a limited period to do work of national importance on a compulsory service (*Dienstpflicht*) basis and, if necessary, could be required to undergo a period of vocational training. In October of that year, emergency compulsory service (*Notdienstpflicht*) could be required from German residents over 15 and under 70 years of age.⁸ Between December 1938 and March 1939 unlimited compulsory service was exacted from aliens⁹ as well as nationals; independent craftsmen and small retailers were retrained and transferred to essential work; and women under 25 were required to be employed for a year in agriculture or domestic service before entering any other occupational field. After the Polish campaign, military and compulsory service became interchangeable forms of activity, and employers were compelled to fulfill prescribed training requirements for all grades of skilled workers. Transfer within the same occupation was also widely used. Engineers in building, electrical, and machine-tool industries were transferred to testing and experimental laboratories and departments. Building and skilled metal workers were transferred freely from nonessential to essential work.

Although based on compulsory power, application of the right to transfer workers appears to have been primarily an administrative problem in which job qualifications and socio-economic conditions inevitably played an important role. Even during periods of extreme scarcity, employment office executives recognized an *ortsgebunden* (tied to the locality) group.

The allowances provided for conscripted workers included: transportation costs, traveling time, separation allowances for conscripts maintaining

their dependents in the original home, special assistance for safeguarding the conscript's former standard of living, and, in cases of special hardship, an allowance equal to 3 months' wages.

In 1940, employment on a compulsory-service basis began to be limited to key occupations, for the most part in highly skilled categories where shortages were most acute. Between June 1938 and June 1940, 1.8 million persons, including 250,000 women, were employed on a compulsory-service basis, nearly 9 percent of the average number of employed workers; by October 1940, however, this group had declined to 350,000, less than 2 percent of the average volume of employment.¹⁰

Limitation of compulsory service to the exceptional cases was forced by the problem of keeping up worker morale. As one German writer expressed it, "A worker who must be kept at his job by force is of as little use as a hound who must be carried to the hunt." In November 1940 an official circular complained that building workers employed on a compulsory-service basis were returning to obtain work at home without the required permission from the employment office at the place of their last employment.

Compulsory employment apparently also encouraged inefficient production and employer hoarding of workers. Compulsory-labor requirements of employers in "W" factories were frequently exorbitant, and labor conscription often proved a free passport for inefficient production. In 1940, for instance, building contractors engaged on both nonessential and essential projects started workers on a compulsory-service basis on essential projects in the morning and in the afternoon shifted them to nonessential projects and requested additional workers for the essential projects.

By the end of 1940, widespread shut-down of consumer-goods industries by district economic offices, plant investigations by local and district commissions, and the elimination of partial unemployment, except as a temporary measure, were reported to have released 486,000 workers from pottery, glass, leather, and paper industries for retraining and employment in the metal industry. Workers unemployed as a result of these measures were not permitted to refuse work offered and

⁸ Except certain official groups, principally public and National Socialist Party officials, lawyers, and employees in public service, for whom special consent was necessary.

⁹ Unless excluded by treaty or international law.

¹⁰ Based on average monthly employment of 20.2 million from July 1, 1938, to June 30, 1939.

draw the full amount of unemployment relief. Relief grants were reduced after a single refusal and denied if the refusal was repeated.

During 1941 and the first half of 1942, dearth of labor reserves of any description led to a tightening of compulsory controls. Despite the disadvantages of this form of service, the volume of labor conscription increased. As compared with the 350,000 conscripts of October 1940, there were 630,000 persons working on a conscript basis in January 1942. In March 1942, employers submitting false reports on their labor forces and labor requirements were made subject to imprisonment, or death in especially serious cases. Unlimited fines might also be levied on such employers. A decree and subsequent regulation in May and June, effective only until October, permitted increased dovetailing of industrial and military skilled-labor requirements by broadening the scope of employment service separation control and compelling increased combing out of industry during the summer campaign season. Employment service permission was required for all types of separation in selected war industries, and employers in these fields had to inform the employment service of all men, except youths under 18, available for transfer elsewhere.

Great Britain.—Prior to the spring of 1940, labor-market control measures in Great Britain took two forms: increased centralized direction of labor-market policy by the national government and an attempt to check the increased labor turnover in key skilled trades, thus assuring more effective utilization of the limited supply of workers in these occupations. After September 1939, when war was declared, the Minister of Labour and National Service assumed direct administrative control of the national employment system, which had been functioning since 1909, and took over the factory inspection powers of the Secretary of State. In this capacity he was authorized to control advertisement for workers and to control their "engagement or reengagement," provided the employers and the workers concerned approved. This measure, however, was applied in April 1940 only to advertising for key skilled occupations—carpenters, joiners, and bricklayers—in the building and civil-engineering contracting (construction) industry.

Late in 1939 and early in 1940, when shortages of unemployed skilled workers were becoming

acute in metal and building trades, transfer from the same or closely related trades in nonessential industries was either indirectly promoted by the curtailment of nonessential work or effected purely on a voluntary basis. In October an agreement between employers and unions in the dock industry established a system of voluntary intra-industry transfer. Men selected from lists of volunteers were transferred from port to port through the machinery of the employment exchanges under the direction of the local port joint committee, and their expenses, including traveling allowance, were paid by the government.

The need to increase armament production, despite the exhausted supply of qualified skilled metal and building-trades workers, was responsible for section 58a of Defence (General) Regulations of May 22, 1940, which authorized the Minister of Labour and National Service to collect information from employers and workers and to inspect employers' premises. He was also authorized, in the interests of national defense, to regulate engagement of workers by employers and "to direct any person to perform any service that in his opinion he was capable of performing," provided the Minister had regard for the usual wage rates and conditions of service in the district. However, although armed with compulsory powers, the Minister continued to advocate and make arrangements for voluntary transfer and indirect compulsion, and local labor-supply inspectors were in general instructed to proceed by agreement and not to use their compulsory powers unless absolutely necessary.

During the remainder of 1940 and early 1941, transfer resulting from the administrative process of combing out industry, under the direction of the labor-supply committee, was facilitated by a number of measures. In July 1940 all engineers and chemists were required to register at the employment service. In August the same regulation was applied to workers presently or formerly employed in certain multi-skilled and unit-skilled occupations in the metal industry not engaged in armament production—except shipbuilding and repair—and, in February 1941, to former shipbuilding workers.

To facilitate the transfer of workers into essential industry, the Minister of Labour and National Service instituted a system of government transfer allowances to be paid to all workers transferring

through the employment service except those receiving comparable allowances under union agreements. Such government aids included fare to the place of employment when it was located beyond daily commuting distance, fares for dependents if they moved to the new area, household removal expenses in cases of need, a traveling time allowance, and a weekly lodging allowance to workers whose dependents remained in the area from which they transferred. In this period, also, "suitable work" was redefined to disqualify workers for unemployment benefits if work of national importance was refused merely because the worker had previously enjoyed better working conditions or, after 2 or more weeks of unemployment, because such work was not in his usual occupation. Despite the emphasis on voluntary methods, however, problems apparently arose as a result of differences in wage rates and working conditions in the same occupation, and failure to use transferred workers to the best advantage.

During 1940, open resort to compulsion was confined to the relatively simple problem of intra-industry transfer. In June the voluntary transfer system in the dock industry became compulsory; port labor inspectors supervised and controlled the system, in which employers were also required to participate.

In the same month, exclusive control by the employment service of hiring was specifically applied to workers in metal-manufacturing and repair (except shipbuilding and ship repairing) and construction industries. In addition, employers were forbidden to hire workers who were normally employed in agriculture or coal mining. In October, private building operations involving an estimated outlay of £500 or more were required to be licensed by the Office of Public Works.

When the total reserves of unemployed had fallen below 500,000 in the spring of 1941, new powers were conferred on the Minister of Labour and National Service, and employment service control over the labor market was further extended. In March the Minister was authorized to control wages, working conditions, welfare, and training, as well as hiring, separation, and the contract of employment in essential undertakings.¹¹

In such undertakings, employees were guaran-

¹¹ The original "scheduling" of every employee was found to be too rigid, and exceptions were made later for special classes, mostly seasonal employees.

teed a minimum weekly wage based on normal working hours exclusive of overtime¹² and were assured standard conditions of employment and satisfactory transportation arrangements, housing, and food. In these establishments, employers were also required to provide adequate training facilities for their workers. The employees could not leave their employment without consent of the employment service. In essential industries, national service officers were now specifically authorized to direct workers to suitable employment and handle cases of absenteeism without leave or reasonable excuse, or continued tardiness. Appeal from such decisions was permitted, but the local appeal board could only make recommendations. The national service officer retained the right of final decision.

At the same time, compulsory registration for employment on work of essential importance was required of all British subjects except persons rendering full-time service in the armed forces, and the previous allowances were extended. Registration was introduced by age groups, and by July 1942 all men up to the age of 48 and women up to age 41 had been registered. A flat settling-in allowance was granted single workers without dependents, to cover the cost of transferring to the new area. Workers whose dependents moved with them received a continuing liability allowance to meet such contractual liabilities as mortgage interest, rent, and furniture storage in the original home area. Late in the compulsory period (May 1942) the employment service started to pay part of the expenses of semiannual visits home for transferred workers.

By July 1942 the essential work orders in war production and closely related fields had been applied to the shipbuilding and ship repairing, engineering (machinery), maritime, coal mining, building and civil engineering (construction), iron and steel, agriculture (Scotland), and railway industries. In these industries, except agriculture, plants were "scheduled" individually after negotiations with employers and trade-union officials on minimum wage and working conditions, in many cases a slow and time-consuming process. Employers who refused to obey the regulations were threatened with descheduling or removal from their management positions. Workers who refused

¹² If work was available only after normal working hours, the worker received the overtime rate for such work.

to follow directions issued under these orders were prosecuted, fined, and imprisoned.

Pressure to obtain additional labor reserves during 1941, as the remaining reserves of unemployed were exhausted, also led to extensive curtailment of nonessential industry by closing down and concentrating consumer-goods manufacturing in "nucleus firms." In each industry the degree of concentration was decided by the Board of Trade, but the initiation of the system was left to individual firms. Up to January 1942, 2,100 establishments had been closed and 138,000 workers released from textile, boot and shoe, pottery, and other consumer-goods industries. As far as possible, factors which determined this action comprised: the proximity of war-production factories, the amount of training required by workers who were released, and the possibilities of localizing plant facilities for essential production or storage of food or war supplies. However, the failure to calculate minimum needs or to require concentration in the more efficient firms caused ineffective concentration in some fields and over-concentration in others, and inability to achieve a higher output per man in nucleus firms. Also, failure to extend employment service control of hiring over fields of displaced labor resulted in considerable labor loss for the war effort. In cotton textiles alone, according to the *Manchester Guardian* of October 31, 1941, about 8,000 women, nearly a fifth of the total displaced group, did not go into any other work. In addition, a large number of persons found employment in other nonessential fields. To prevent further loss of labor, the threat to invoke the compulsory transfer power of section 58a was sometimes used in negotiations with unions for the transfer of workers from nonessential to essential work.

As a consequence, manpower boards were set up in December 1941 to control the distribution of labor between military and civilian service, and between essential and nonessential industries. In addition, the conscription power was extended over women in the 20-30 age group, and they were required to obtain employment only through the employment service. In January 1942 the Essential Work Order was applied to the concentrated cotton-textile industry in order to prevent leakage of workers into other nonessential fields.

Increased manpower demands for industry and

the armed forces led to pressure for more efficient use of skilled men already in military service, and reduction of full-time civilian defense staffs. In addition, compulsory controls were relaxed in order to encourage greater use of part-time workers. In March 1942, women over 31 were exempted from the advertising and hiring provisions of the Restriction on Engagement Order. In April, persons who ordinarily did not work more than 30 hours a week were excluded from the provisions of the Essential Work Order, and unemployment insurance contributions were no longer required for them.

Improved Industrial Techniques

Germany.—After September 1939, Germany intensified efforts to require employers to rationalize production by introducing mass-production methods. Such methods included standardization of output, machines, and machine tools; relaxation of precision demands; increased introduction of automatic machine and conveyor systems; and increased emphasis upon job breakdown, upgrading, and training. Standardization of worker dwellings permitted mass production in building. In 1942 the efforts towards rationalization and standardization were furthered by the creation of "main committees" and "industrial rings" of engineers for major products produced on a mass basis. The committees attempted to improve the methods by which the product was manufactured, while the rings were concerned with standardizing the product in its various uses.

In personnel fields new techniques were developed by the special commissions to determine, in connection with the need for additional upgrading and training, what constituted a sound ratio of skilled to unskilled workers. Such techniques included comparing the number of employed workers with the status of orders and with the rate of labor turn-over. As far as possible, skilled-worker hours were computed and compared with the number of employees, and the nature and requirements of unfinished and future orders were investigated.

The need to economize in the employment of skilled workers, as well as the interest in increasing the continuity of employment in the armament industry, was responsible for widespread stabilization of employment. Partial employment in the

textile industry was considered uneconomical as early as January 1938 when employers were required to employ only a sufficient number of workers to ensure all employees a 40-hour weekly average of employment per year. In 1939, workers in the building industry were formed into a national association of building craftsmen to permit centralized clearance and nation-wide transfer to essential work. After May 1940, partial employment was not permitted in any industry except as a temporary measure. The practice of dovetailing agricultural and industrial demands was also applied to armament-labor needs by utilizing qualified unemployed workers in armament industries during the period of seasonal unemployment.

Great Britain.—Early in the armament program, improved techniques were introduced in industry primarily to economize in the use of skilled workers by breaking down jobs to permit a more extensive use of unit-skilled labor. Prior to the virtual exhaustion of unemployed reserves in 1941, job break-down was accomplished by a collective-bargaining process that frequently involved prolonged negotiation between local employers and union representatives, a process often accompanied by endless discussions in union meetings. Skilled workers in the metal trades were loath to relax apprenticeship restrictions and surrender job monopolies. Negotiations begun in 1938 between trade-unions and employers in the engineering (machinery) industry were not concluded in any union until May 1939, shortly before the outbreak of war. During 1940, dilution agreements negotiated in both essential and nonessential industries permitted semiskilled and inexperienced workers to be employed on essential work formerly reserved for skilled workers and, in most cases, allowed women to be substituted for men on both essential and nonessential work. Progress in the direction of general job break-down in essential industries, however, was slow because of union lines of demarcation and union desire to retain craft privileges.

Virtual exhaustion of unemployed reserves increased the pressure to extend, standardize, and hasten the introduction of more effective utilization of skills. The Essential Work Order of March 1941 compelled employers engaged on essential work to carry out the recommendations of labor-supply committees based on labor-supply

inspectors' reports regarding the subdivision of processes, and the upgrading and training of workers. Application of this order, however, was considerably delayed by adherence to the bargaining approach of preceding the introduction of government control in each essential concern by negotiating minimum wage rates and other working conditions with the employer and the union. Moreover, the unions, in many instances, opposed rationalization of production processes.

Before the manpower boards were established at the end of 1941, despite increasing replacement of former trade-unionists by technical engineers, job break-down was not equally developed in all regions. Moreover, faulty planning and organization in many war-production plants accounted for extensive work shortages, idle machines, and inefficient industrial operation. Efforts to remedy these conditions in essential industries resulted in the introduction of improved processes in ship construction, and in the concentration of coal-mine production. Early in 1942 the general introduction of improved techniques was stimulated by making available to industry the services of technical industrial experts, in a national advisory committee attached to the Ministry of Production, and by providing machinery for the utilization of employer and worker suggestions through the establishment of joint production committees in each plant.

Great Britain's efforts to stabilize employment as a method of more effective labor utilization date from the establishment, in the fall of 1939, of the voluntary intra-industry transfer system to increase mobility of dock labor. Early in 1940, employment in the construction industry was stabilized by national registration of available reserves, central clearance in special clearing houses, and a minimum guarantee of 30 hours of employment a week. Vanishing reserves and government guarantee of a minimum wage in controlled essential industries prompted increasing efforts in this direction. Application of the Essential Work Order to a new industry was accompanied in each case by the introduction of a stabilization plan suited to the unemployment problem peculiar to the industry concerned.

The intra-industry dock-labor system became the National Dock Labour Corporation, Ltd., in 1941, a corporation composed of employers in the industry formed to direct and finance, with the

help of the government, rapid handling of goods and turn-around of ships by providing for the continuous employment of casual dock labor. The new system, introduced port by port, compelled employers to engage labor needed for peak demands from port labor-reserve pools, members of which received a minimum weekly wage. In the maritime industry, continuity of employment under the control of the Admiralty was promoted by a national maritime reserve pool. The seaman who was not reengaged by his former employer at the end of the voyage passed automatically into a national merchant-navy reserve pool controlled by the Shipping Federation, Ltd.; as a member of this pool, he was required to accept employment or training, as directed, but received a minimum wage per week between voyages. In connection with the curtailment of nonessential production, government policy prescribed the elimination of partial employment. In addition, "mobile labor squads" of skilled workers were organized in construction and ordnance production to complete special projects or train unskilled staffs. Dovetailing of seasonal-labor demands was promoted in the printing and construction industries.

New Entrants

Germany.—When there were still reserves of unemployed workers attached to essential industries, new entrants in the labor market, aside from the youths who annually entered industry, were limited to foreign migratory agricultural workers and retired skilled metal and construction workers returning to work at the behest of their former employer or in response to improved earning opportunities.

As reserves of labor from essential industries dwindled, more extensive, as well as more forceful, methods of recruiting new entrants were first adopted in agriculture. During 1936 and 1937, special inducements—including cost of transportation and equipment, and compensation on the basis of need—were used to recruit girls under 25 not only from the unemployed but also from the school-leaving group and the leisure class, for a year's agricultural employment. Later, in 1938, a year of employment in agriculture or domestic service was required of girls employed or desiring employment in the textile or tobacco industries. Utilization of foreign migratory labor in agriculture likewise increased. Between 1933 and 1937

the number of foreigners employed in Germany increased nearly 1.2 million. Convicts began to be used in soil conservation.

New recruits, including women whose employment was formerly restricted, convicts, and foreign laborers, began to be used in other industries, and after 1938, compulsion was primarily relied upon to obtain their services. Women and girls were first substituted for men in unit-skilled occupations in the metal industry in 1938. However, by July 1940, although female employment in metal trades had increased 59 percent as compared with July 1938, the largest proportion of women still continued to be employed in consumer-goods and service industries and in agriculture. The total number of employed women increased from 6.9 million in July 1939 to 9.4 million at the beginning of 1942.

By 1940—following agreements with countries allied to Germany, the application of compulsory service to occupied territory, and utilization of prisoners of war—foreign labor became an important source of labor reserves. Special efforts were made to utilize their skills in industry, even at the risk of lowered production. At the beginning of 1941, 52 percent of this group were used in agriculture, as compared with 95 percent at the beginning of 1940. By 1942 an estimated minimum of 5 million foreigners including war prisoners were employed in Germany. Thus, of a total of 24 million employed persons, women and foreigners constituted approximately 14.4 million.

Other less important sources of labor include minors, pensioners, and Jews. After September 1939, high-school students of 16 years and over were required to work on farms during the summer vacation, and children 10–16 years old were permitted to be employed for light agricultural work. Early in 1939 relatively healthy retired workers were deprived of old-age benefits and set to work in special metal workshops. Jews were reemployed in road building.

Great Britain.—For the most part, new entrants in the labor market under the armament program were women. Unemployment among women declined slightly during 1937, increased markedly in 1938, and again declined slowly in 1939 as opportunities for customary employment increased in the textile and clothing industries and in clerical operations connected with armament, and as new fields of employment began to develop.

During 1940, dilution agreements permitting women to replace men in many essential and non-essential industries, on the basis of equal pay for equal work, cleared the way for the entrance of women into munitions and into consumer fields depleted by the draft. Although women slowly entered these fields of employment, the number of unemployed women changed little and even increased slightly during July and October, following widespread curtailment of consumer-goods industries.

The Registration for Employment Order of March 1941, which required all British nationals to register for employment, was directly aimed at women not regularly attached to the labor market. In the handling of early registrations under this order, interviews were restricted to the mobile group which comprised unoccupied women who were single or married but without young children and engaged only in household duties or in unpaid or part-time employment, as well as unemployed women and women who volunteered for transfer to essential work. In December 1941, conscription of women for military or civilian service was introduced. This power was applied only to the 20-30 age group, which was also required to obtain employment of any type through the employment service.

By March 1942, women were entering industry at the rate of 150,000 a month, and an increase of 1.5 million women over pre-war employment was reported in munitions and other vital war industries. Increased efforts were also made to overcome difficulties experienced by employed women in connection with shopping and the care of small children. By March there were 300 nurseries in operation, with 700 more in preparation. The lack of sufficient nurseries, however, continued to force many women to use the less satisfactory method of "private minders." Two measures were introduced to promote part-time employment. In March, the Restriction on Engagement Order was waived to permit employers to recruit and hire directly women over 31 years. In April, employers were relieved of the requirement to pay unemployment insurance contributions for part-time work.

Child labor also increased under the armament program. Laws regulating the employment of minors were relaxed shortly after the outbreak of war by lowering from 15 to 14 the age limit for

compulsory school attendance. In December 1941, compulsory registration of boys and girls aged 16-18 was provided for in order to channel them more effectively into essential service. In May 1942, local education authorities were permitted to release children over 12 from school for seasonal employment in agriculture, and special harvest camps were established.

Acute need for labor in the fall of 1941 and first half of 1942 resulted in the increased utilization of handicapped workers and men from the armed forces in essential employment. Efforts to place physically disabled and deaf and dumb persons were intensified. Soldiers were released from military service to bring in the harvest.

Other Economic Factors

Price and wage policy.—In Germany, price control through a policy of regulating cartel industry prices by means of curtailed production actually antedated the Nazi regime. Progressive extension of price control to all fields of national economy paralleled the widening of labor-shortage areas. Government price control in the consumption-goods industry was introduced in the summer of 1934, with a price-fixing policy designed to bring domestic import prices in close agreement with the world market. Enforced cartelization of unorganized branches of production under government control brought the remaining domestic prices into line. In the fall of 1936, price increases were prohibited, except those needed to compensate rises in the costs of raw materials, and prices were fixed in each industry. Elaborate cost-accounting methods were used to prevent price increases from multiplying on the snowball principle as articles passed from the factory to the retail seller.

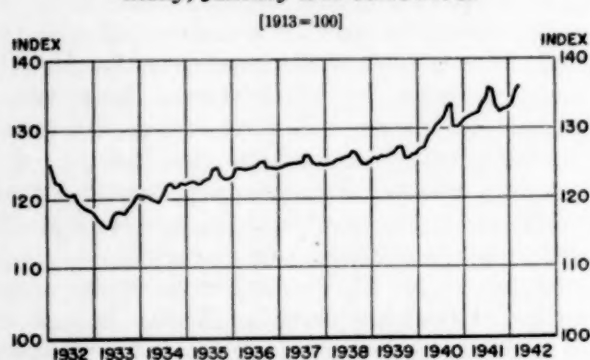
The stabilizing effect of Germany's policy on the cost of living is apparent from chart 7. Despite extensive price control, however, there was a gradual but continuous rise during the period 1933-42 in the cost of living. This rise was variously attributed to rationing, consumer preference for higher-priced goods, profiteering, and an increase in prices for raw materials.

Maintenance of a completely stable wage policy in German proved difficult. Introduced in 1934, government regulation of wages was effected first through granting authority to the labor trustee to fix minimum wage rates in the

collective rules that replaced trade-union agreements; through extending his authority in 1936 to the supervision of wages and conditions of employment; and again, in June 1938, to the fixing of maximum wage rates. However, these measures did not prevent employers from increasing wages through various means, such as promoting workers to higher-paid jobs, increasing family allowances, and paying social insurance contributions. Accordingly, controls were made more drastic in 1939 by the introduction of severe penalties for contravention, and the suspension of overtime pay for night, Sunday, and holiday work. In the interest of increasing output, the government, although maintaining the policy of stable wages, made increasing concessions to workers in the form of extra pay above the normal rate. In September 1940 all restrictions on overtime pay were removed. During 1941 and 1942 there was increased use of piece rates as an incentive to increased output. In addition, employers were empowered to reduce the wages of inefficient workers.

Wage rates in British industries were determined for the most part by collective agreements between workers and employers prior to 1939. During 1939 and 1940, marked increase in wage rates, primarily in armament industries, stimulated labor turn-over and increased the dislocation of the labor market. In large part, the increase in wages paralleled the increase in the cost of living. Apparently, neither the control of hiring by the employment service in the metal and building trades during 1940 nor the 100-percent excess-profits tax passed in October 1939 exerted

Chart 7.—Monthly index of the cost of living in Germany, January 1932–March 1942



Source: *Statistisches Jahrbuch, 1938; Wirtschaft und Statistik, Jan. 1939–Apr. 1942.*

Chart 8.—Monthly index of the cost of living in Great Britain, January 1935–June 1942



Source: *Ministry of Labour Gazette, July 1942.*

control over employers' offering recruiting inducements in the form of higher wages.

The price-stabilization policy of the British Government, put into effect in August 1941, was an endeavor to prevent further rise in the cost-of-living index apart from minor seasonal changes (chart 8). A previous law, the Prices of Goods Act of December 1940, had authorized the Board of Trade to limit price rises of specific commodities above the pre-war level to the increase in the costs of producing and selling. This power was extended in the Goods and Services Act of 1941 to permit direct fixing of maximum prices of specified commodities at any stage of production or distribution, and to fix maximum charges for the performance of specified services as well as for goods.

The government, however, did not intend to use this law to regulate wages. The traditional practice of determining wage rates by free negotiations between employers and trade-unions was continued. Despite trade-union opposition, however, pressure, even from labor representatives, to suspend collective bargaining and stabilize wages gained momentum. The proponents of this policy pointed out that there was an urgent need to remove wage discrepancies which seriously impeded the flow of recruits into war work, to step up marginal earnings of the lower grades of war workers, and to scale down abnormally high piece-rate earnings. There was also need to stabilize prices, including the price of labor, in order to ward off inflation. In the single field of agriculture the raising of government-determined minimum wage rates had the effect of reducing

the unfavorable differential between agricultural and industrial wages.

Late in 1941 and during the first half of 1942, added steps were taken both to eliminate some of the outstanding problems of wage-rate differentials and to increase production by offering additional wage incentives in government-controlled areas. Government action resulted in increases in national minimum wage rates in agriculture (November 1941) and coal mining (June 1942). The establishment (December 1941) of national wage rates for boys in the building industry served to modify the disproportionately high wage rates of beginners in relation to those of experienced workers. In the building and civil-engineering (construction) industries, piece rates were substituted for time rates as a method of increasing output.

Hour policy.—The normal working schedule in Germany was an 8-hour day and a 48-hour week in 1933. When the building and metal industries began to be handicapped by shortages of skilled workers, great flexibility was introduced in the 8-hour law. With a special permit from the local labor inspector, the working day could be extended to 10 hours on work of national importance. By 1938, the 10-hour day was general. After complete mobilization in September 1939, all restrictions on normal hours of work for adult men were abolished. However, less than 3 months after this policy was adopted, it was generally recognized that unlimited work schedules defeated their purpose, and extension of the working day beyond 10 hours, except in connection with alternation of shifts, was forbidden. Male workers over 18 were permitted to work 12 hours only if such schedule included regular and considerable periods of waiting for work.

In Great Britain, during the period when labor shortages were primarily confined to skilled-labor groups, unlimited extension of working hours was chiefly relied upon to increase armament production. After the declaration of war, and especially after the evacuation of Dunkirk, working hours for adult men in armament industries averaged 70–80 in a 7-day week. The Factory Acts were relaxed to permit night work in a 60-hour week for women and 16-year-old youths, and a 48-hour week for the 14–16 year group. This policy resulted in a rise in the cost and a decline in the volume of production, as well as marked increases in absenteeism,

tardiness, and sickness. Early in 1940 the weekly work schedule was reduced to 55 or 56 hours by substituting shift for overtime work and by introducing rest periods, and the factory acts were reapplied to enforce a 48-hour week and limit night work for women and minors except in cases of national emergency.

Increasingly acute general labor shortages during 1941 and the first half of 1942 did not change the policy of keeping hours within reasonable limits. In fact, there was increased recognition of the necessity for holidays as a means of combating absenteeism. The production drive in armaments was accomplished primarily by continuous operation on a shift basis with double shifts on Sunday, and not by the extension of overtime.

Worker Safeguard Policy

Germany.—In general, the Nazi regime has not recognized worker rights in industry. At first, worker representation on policy-making bodies within industry continued to be permitted under the supervision of the labor trustee, but such representation had little if any meaning after 1934, when worker representatives in the Labor Front were appointed instead of elected.

The German war economy tended to restrict, if not to cancel, the right of appeal that remained to the German workers after the dissolution of the trade-unions. No provision was made for appeal machinery other than the right of the individual worker to lodge a complaint with the second Four Year Plan. The right of appeal in case of unjustified termination, which was recognized in the law of January 20, 1934, was severely limited when individual claims conflicted with the armament program. In April 1937, salaried workers under 25 years of age who had been dismissed as a result of the decree that a fixed quota of workers over 40 must be hired were informed that appeal to a labor court would be useless if the employment service had officially approved the dismissal.

It is noteworthy, however, that the scope of legal protection afforded the worker has been broadened to include a minimum of financial security. Compulsory transfer has been accompanied by separation allowances to permit maintenance of a suitable standard of living, special assistance in meeting financial obligations, compensation for special hardship, and payment of

transportation costs. In addition, the importance of providing standard working conditions and ensuring adequate housing and food to maintain health and morale has been increasingly emphasized. Employers were required to assume additional responsibility for providing, in advance, suitable board and lodging for transferred workers. Labor inspectors on special commissions were specifically delegated to enforce model working conditions. To offset food shortages, certain categories of munitions workers were supplied with vitamin preparations free of charge.

The extreme scarcity of labor and the increase in the numbers of potentially dangerous foreign workers necessitated increased application of the police power in matters of labor discipline. During 1941 there were instances of heavy penalties for insubordination. For example, a plumber released from the Army who had failed to report to the job to which he was assigned was sentenced to 6 months' imprisonment, and a milker who left his job without notice was given 8 months. In April 1942 the trend was climaxed by Hitler's assumption of complete police power regardless of existing laws. Assignment to the National Socialist Party of control over the labor-allocation administration was undoubtedly caused by the need for strict supervision of foreign workers and prevention of evasion of labor controls by German workers.

Great Britain.—All three of the principal worker rights in industry—the right of representation on industrial policy-making bodies, the right of control over the job by collective bargaining, and the right of appeal in case of infringements of established prerogatives—received some measure of recognition under the armament program. Provision was also made for additional labor safeguards by enforcing standard working conditions.

Representation on policy-making bodies was accomplished by taking a labor man into the Cabinet and providing for joint advisory committees. A member of the Trade Union Congress was appointed Minister of Labour and National Service and made responsible for labor-market policy. Joint Advisory Councils were established on national and regional levels to advise the government on matters in which workers and employers had a common interest.

In the realm of job control, however, progressively increasing labor scarcity was responsible for widespread curtailment of traditional trade-union

privileges. Employment service control replaced union control of employment. At first, craft unions agreed voluntarily to relinquish their rules to permit job dilution and increased use of lesser skills. Later, pressure for further economy of scarce skills resulted in government standardization of job break-down and control of worker upgrading and training in essential industries.

The government continued to use collective-bargaining machinery to establish minimum wage rates and standard working conditions in essential industries preliminary to the introduction of employment service control of hiring and separation. Nevertheless, the wisdom of continuing to establish wage rates by free negotiation, at the expense of impeding war efforts through marked wage discrepancies and price inflation, was increasingly questioned even by representatives of organized labor.

The right of workers to appeal infringements of established prerogatives was eventually somewhat shorn of its full measure of effectiveness. Under the Control of Employment Act of September 1939, the Minister of Labour and National Service could not refuse employers permission to engage or reengage an employee unless suitable alternative employment was available, and the employee had the right to appeal to the Court of Referees under the unemployment insurance system for reinstatement or for compensation for loss resulting from such refusal. In May 1940, as a national emergency measure, the Minister was empowered to transfer any person to any work that he was capable of doing, and suitable work was no longer defined as work in the usual occupation or under the usual working conditions. At first, the worker's right of appeal in such cases was limited to individual complaints made to the divisional controller of the employment service. Later, local joint appeal boards were authorized to make recommendations concerning worker appeals, but the employment service representative retained the right of final decision except in the case of discharge for cause, in which event a unanimous decision of the appeal board was final.

In relation to government control over conditions of essential employment, it is also noteworthy that the increasing use of police power was tempered by investigation of the contributing causes of absenteeism and lateness, and by the application of remedies. At first, disciplinary

orders issued by the national service officer could be appealed, but later such offenses were subject to direct prosecution. Refusal to work a reasonable amount of overtime became an offense. Court sentences in the form of fines and 3-day suspensions from work were succeeded by jail with hard labor for as long as 3 months. Prior to enforcement of disciplinary measures, however, the national service officer was required to investigate contributory causes and take steps to improve substandard conditions. A government investigation of absenteeism in shell-loading factories revealed a number of contributory causes: difficulties of transportation over long distances, lack of living accommodations near the factory, inadequate canteen arrangements, and fatigue resulting from the 7-day week. Recommendations for improving these conditions were carried out.

Government action curtailing worker rights was

accompanied by a guarantee of minimum essential needs. Workers compelled to transfer to essential work received financial aid for normal, as well as additional, living expenses. They were assured a minimum wage, adequate transportation facilities, satisfactory health and welfare conditions, proper lodging and means of obtaining food, and facilities for recreation and education. Employed women were entitled to care of their children during working hours. Payment of their compulsory pension contributions was undertaken, and unnecessary rent increases were forbidden. Welfare officers and medical supervisors in each factory heard and adjusted workers' complaints and recommended improvements of substandard working conditions; canteens provided food. In Great Britain emphasis on satisfactory working and living conditions was considered of prime importance in the maintenance of worker morale.

PUBLIC ASSISTANCE

BUREAU OF PUBLIC ASSISTANCE

The liquidation of the Civilian Conservation Corps and changes in the character or magnitude of other public aid programs have necessitated several changes in the statistical series relating to the public assistance and Federal work programs in the United States. These changes, described below, are effective beginning July 1942.

Because of a drastic reduction in its appropriation, the Farm Security Administration will not make subsistence payments in the current fiscal year to balance farm and home plans of families accepted for rehabilitation loans. Subsistence payments will be made only to families in need because of natural disasters. It is possible, therefore, that in many months no payments will be made. Consequently, data on subsistence payments are dropped from the series.

The Civilian Conservation Corps is in process of liquidation as directed by the Congress. Data on

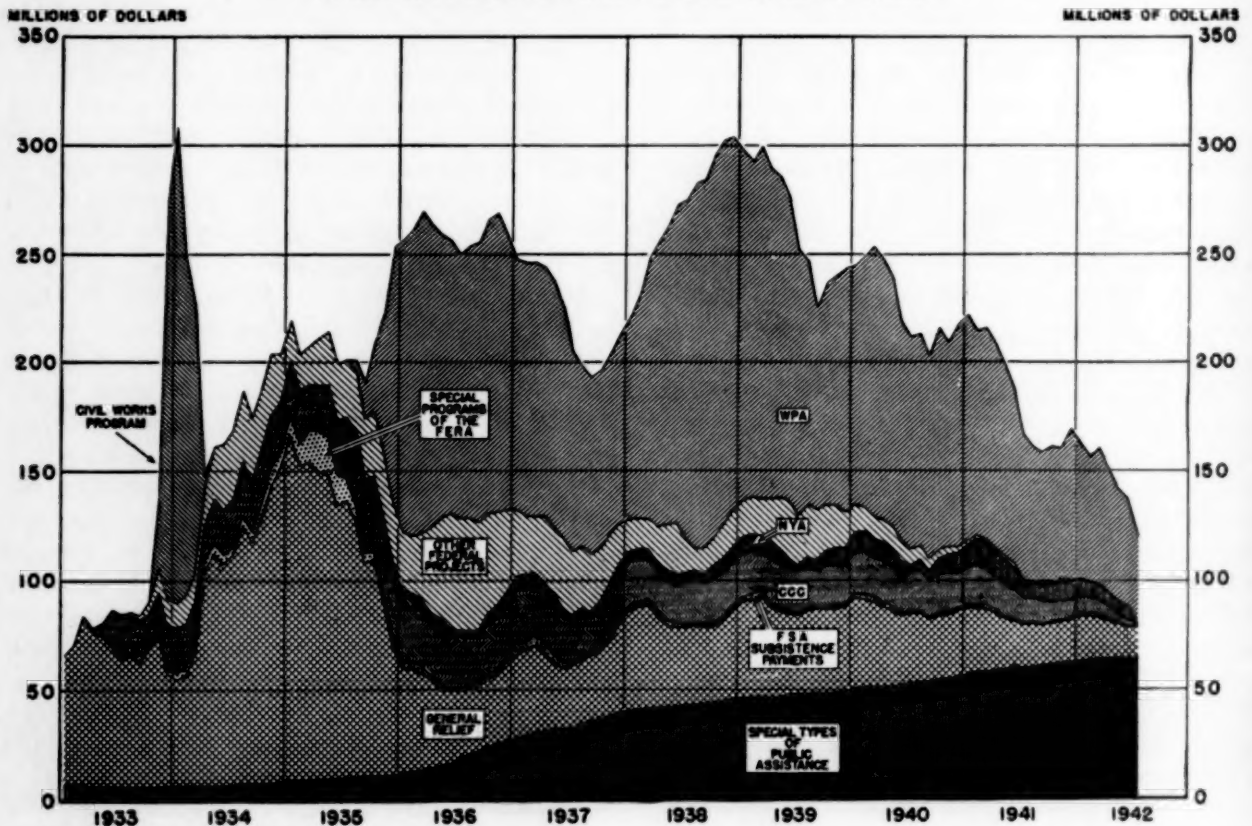
enrollees and earnings during the period of liquidation will be included in the time series as reports become available, but State data for this program will no longer be shown.

The out-of-school work program of the National Youth Administration is now focused on the training of inexperienced youth for war industry. Need is not a criterion for enrollment on work projects. Consequently, this program is dropped from the series.

Data for Public Works Administration and other Federal agency projects financed from emergency funds are discontinued, because they are of negligible importance even in the few States in which such projects are still in existence.

Since November 1940, data on regular Federal construction projects have been excluded from the totals of the series on public assistance and Federal work programs but have been presented in the last

Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–July 1942¹



¹ Includes estimate for CCC for July 1942.

Table 1.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, July 1941–July 1942¹

[In thousands]

| Year and month | Total | Assistance to recipients | | | | | Earnings of persons employed under Federal work programs | | | | |
|----------------|-----------|------------------------------------|---------------------------|------------------|---------------------------------|---|--|--|----------------------------|---|--|
| | | Special types of public assistance | | | General assistance ² | Subsistence payments certified by the Farm Security Administration ³ | Civilian Conservation Corps ⁴ | National Youth Administration ⁵ | | Work Projects Administration ⁶ | Other Federal agency projects financed from emergency funds ⁷ |
| | | Old-age assistance | Aid to dependent children | Aid to the blind | | | | Student work program | Out-of-school work program | | |
| 1941 | | | | | | | | | | | |
| July | \$167,069 | \$45,335 | \$12,572 | \$1,889 | \$19,830 | \$308 | \$11,693 | \$26 | \$7,164 | \$67,332 | \$929 |
| August | 161,142 | 45,694 | 12,575 | 1,905 | 19,645 | 442 | 11,430 | 1 | 7,507 | 61,156 | 787 |
| September | 158,766 | 46,190 | 12,565 | 1,910 | 18,503 | 318 | 10,665 | 150 | 7,384 | 60,439 | 642 |
| October | 161,387 | 46,863 | 12,701 | 1,949 | 18,570 | 372 | 9,616 | 1,731 | 7,115 | 61,976 | 494 |
| November | 160,420 | 47,236 | 12,842 | 1,969 | 18,440 | 509 | 9,572 | 2,364 | 7,419 | 59,746 | 323 |
| December | 169,890 | 47,523 | 13,111 | 1,993 | 19,477 | 748 | 8,448 | 2,290 | 6,549 | 68,971 | 490 |
| 1942 | | | | | | | | | | | |
| January | 162,106 | 47,931 | 13,310 | 2,029 | 20,141 | 1,404 | 7,686 | 1,842 | 5,747 | 61,763 | 253 |
| February | 157,488 | 48,522 | 13,553 | 2,017 | 19,225 | 1,663 | 7,135 | 1,675 | 5,656 | 57,807 | 235 |
| March | 150,465 | 48,283 | 13,639 | 2,029 | 18,820 | 1,383 | 6,332 | 1,670 | 5,407 | 61,781 | 121 |
| April | 150,326 | 48,458 | 13,591 | 2,037 | 17,182 | 907 | 5,071 | 1,637 | 5,101 | 56,283 | 59 |
| May | 141,408 | 48,903 | 13,451 | 2,038 | 15,304 | 496 | 4,262 | 1,555 | 4,787 | 50,488 | 34 |
| June | 135,011 | 49,128 | 13,321 | 2,054 | 14,149 | 418 | ⁸ 3,167 | 956 | 4,929 | 46,861 | 28 |
| July | 120,012 | 49,573 | 13,220 | 2,055 | 13,647 | (⁹) | (¹⁰) | 0 | (⁹) | 41,517 | (⁹) |

¹ Partly estimated and subject to revision. For 1933 data, see the Bulletin, February 1941, p. 66; for January 1934–June 1941, see the Bulletin, February 1942, pp. 26–27. For definitions of terms, see the Bulletin, September 1941, pp. 30–32; see also footnotes 4, 6, and 7.

² Effective July 1, 1942, the term "general relief" has been changed to "general assistance," but coverage of program has not been changed.

³ Data from the FSA.

⁴ Data from the CCC. Beginning July 1941, earnings of persons enrolled estimated by the CCC by multiplying average monthly number of persons enrolled by average of \$67.20 for each month for enrollees other than Indians and \$60.50 for Indians.

⁵ Data from the NYA.

⁶ Data from the WPA. Beginning July 1942, represents expenditures (approved vouchers) for labor during month.

⁷ Data from the Bureau of Labor Statistics. Beginning October 1941, represents earnings on projects financed from PWA funds only; data not available for other Federal agency projects financed under Emergency Relief Appropriation acts, but latest available reports showed total monthly earnings of approximately \$100,000.

⁸ Excludes earnings of Indian enrollees for which data are not available; latest available reports showed total monthly earnings of approximately \$393,000.

⁹ See text for changes in series.

¹⁰ Not available.

Table 2.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, July 1941–July 1942¹

[In thousands]

| Year and month | Recipients of assistance | | | | | | Persons employed under Federal work programs | | | | |
|----------------|------------------------------------|---------------------------|----------|------------------|---|--|--|--|----------------------------|---|--|
| | Special types of public assistance | | | | Cases receiving general assistance ² | Cases for which subsistence payments were certified by the Farm Security Administration ³ | Civilian Conservation Corps ⁴ | National Youth Administration ⁵ | | Work Projects Administration ⁶ | Other Federal agency projects financed from emergency funds ⁷ |
| | Old-age assistance | Aid to dependent children | | Aid to the blind | | | | Student work program | Out-of-school work program | | |
| | | Families | Children | | | | | | | | |
| 1941 | | | | | | | | | | | |
| July | 2,181 | 388 | 935 | 74 | 876 | 14 | 175 | 5 | 318 | 1,025 | 7 |
| August | 2,195 | 386 | 931 | 74 | 859 | 18 | 171 | (⁹) | 315 | 1,015 | 5 |
| September | 2,205 | 384 | 926 | 75 | 818 | 11 | 159 | 34 | 308 | 1,007 | 6 |
| October | 2,214 | 385 | 928 | 76 | 796 | 13 | 144 | 273 | 288 | 1,000 | 4 |
| November | 2,224 | 385 | 928 | 77 | 782 | 16 | 143 | 341 | 303 | 1,027 | 2 |
| December | 2,234 | 390 | 941 | 77 | 798 | 26 | 126 | 333 | 283 | 1,023 | 2 |
| 1942 | | | | | | | | | | | |
| January | 2,240 | 396 | 953 | 78 | 836 | 42 | 115 | 306 | 234 | 995 | 2 |
| February | 2,241 | 399 | 960 | 78 | 817 | 46 | 107 | 256 | 231 | 998 | 2 |
| March | 2,245 | 401 | 965 | 78 | 785 | 38 | 95 | 247 | 220 | 933 | 1 |
| April | 2,245 | 401 | 963 | 78 | 723 | 24 | 76 | 237 | 205 | 837 | (⁹) |
| May | 2,248 | 399 | 958 | 79 | 657 | 14 | 64 | 215 | 181 | 750 | (⁹) |
| June | 2,250 | 395 | 949 | 79 | 607 | 12 | 47 | 135 | 184 | 671 | (⁹) |
| July | 2,249 | 389 | 937 | 79 | 566 | (¹⁰) | (¹¹) | 0 | (¹⁰) | 505 | (¹⁰) |

¹ Partly estimated and subject to revision. For 1933 data, see the Bulletin, February 1941, p. 68; for January 1934–June 1941, see the Bulletin, February 1942, pp. 28–29. For definitions of terms, see the Bulletin, September 1941, pp. 30–32; see also footnotes 5 and 7.

² Effective July 1, 1942, the term "general relief" has been changed to "general assistance," but coverage of program has not been changed.

³ Data from the FSA.

⁴ Data from the CCC.

⁵ Data from the NYA. Beginning July 1941, number employed on out-of-school work program based on an average of weekly employment counts during month.

⁶ Data from the WPA.

⁷ Data from the Bureau of Labor Statistics. Beginning October 1941, represents employment on projects financed from PWA funds only; data not available for other Federal agency projects financed under Emergency Relief Appropriation acts, but latest available reports showed total monthly employment of approximately 1,000.

⁸ Less than 500 persons.

⁹ Excludes Indian enrollees for which data are not available; latest available reports showed total monthly employment of approximately 6,000.

¹⁰ See text for changes in series.

¹¹ Not available.

column of tables 1 and 2 to provide a complete record of the Federal work programs. These data will no longer be published in conjunction with the series.

The extent to which the same households and persons benefit from two or more types of public aid varies with changes in economic conditions, and also in agency policies and practices. Factors

Table 3.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board, by month, July 1941–July 1942¹

| Year and month | Number of recipients | | | | Amount of payments to recipients | | | |
|----------------|----------------------|---------------------------|----------|------------------|----------------------------------|--------------------|---------------------------|------------------|
| | Old-age assistance | Aid to dependent children | | Aid to the blind | Total | Old-age assistance | Aid to dependent children | Aid to the blind |
| | | Families | Children | | | | | |
| 1941 | | | | | | | | |
| July | 2,184,804 | 376,222 | 909,749 | 49,878 | \$58,875,261 | \$45,404,398 | \$12,300,336 | \$1,170,527 |
| August | 2,198,060 | 374,473 | 905,691 | 50,208 | 59,247,233 | 45,763,237 | 12,299,742 | 1,184,254 |
| September | 2,208,127 | 372,366 | 901,151 | 50,412 | 59,748,353 | 46,258,788 | 12,295,936 | 1,193,629 |
| October | 2,217,351 | 380,895 | 919,682 | 51,791 | 60,769,958 | 46,932,298 | 12,606,360 | 1,231,300 |
| November | 2,227,616 | 381,191 | 919,944 | 52,187 | 61,311,517 | 47,305,062 | 12,759,465 | 1,246,990 |
| December | 2,237,842 | 387,100 | 934,983 | 52,616 | 61,924,352 | 47,592,290 | 13,068,695 | 1,263,368 |
| 1942 | | | | | | | | |
| January | 2,243,339 | 393,109 | 947,970 | 53,095 | 62,550,649 | 48,001,120 | 13,271,190 | 1,278,339 |
| February | 2,244,703 | 396,417 | 954,865 | 53,455 | 63,396,366 | 48,592,406 | 13,511,395 | 1,292,565 |
| March | 2,248,637 | 398,533 | 959,196 | 53,764 | 63,252,291 | 48,353,231 | 13,597,643 | 1,301,417 |
| April | 2,248,480 | 397,724 | 956,922 | 53,914 | 63,387,765 | 48,528,225 | 13,549,280 | 1,310,260 |
| May | 2,250,988 | 395,742 | 952,038 | 54,129 | 63,691,944 | 48,973,118 | 13,405,449 | 1,313,377 |
| June | 2,253,308 | 392,182 | 943,080 | 54,378 | 63,799,817 | 49,197,634 | 13,276,979 | 1,325,204 |
| July | 2,251,954 | 386,801 | 930,621 | 54,480 | 64,151,534 | 49,642,704 | 13,174,795 | 1,334,038 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50–52.

Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–July 1942

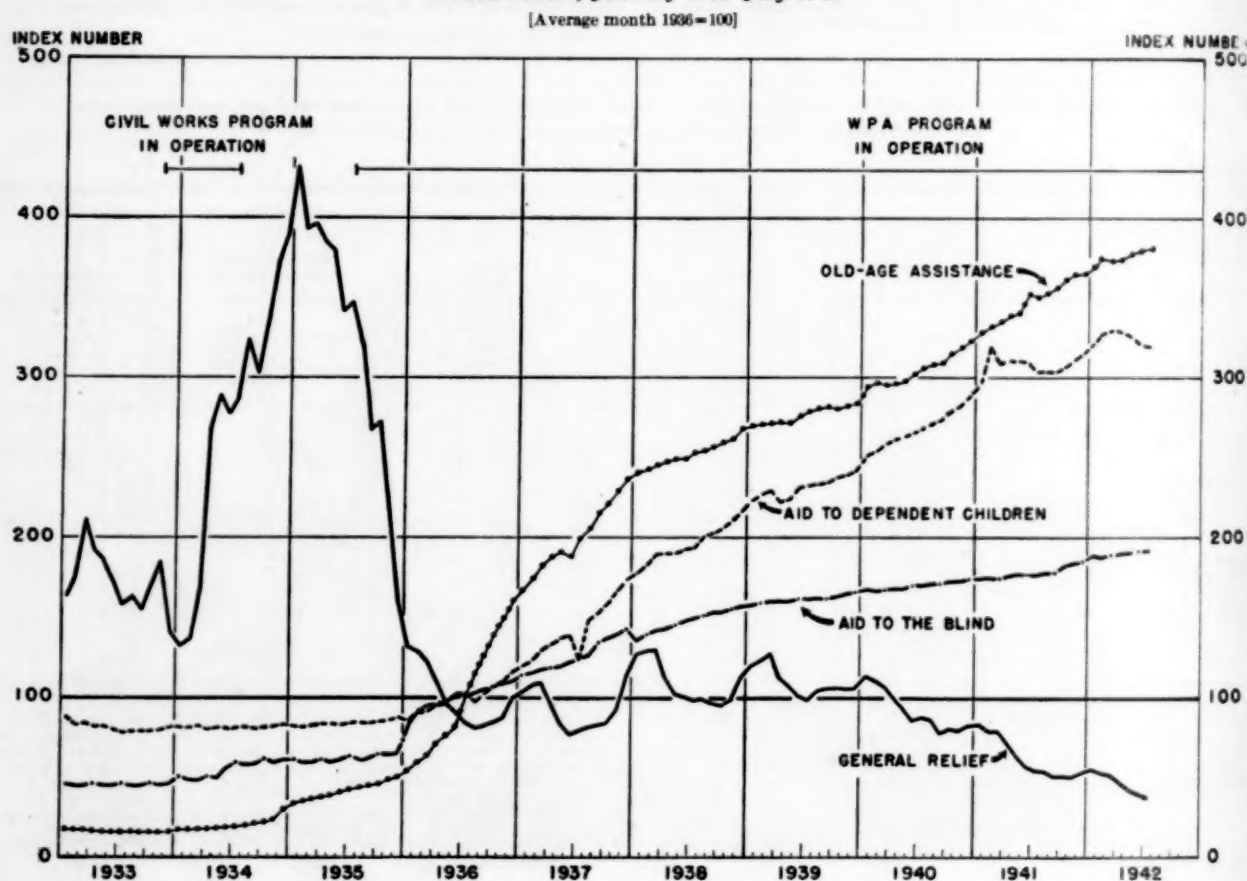


Table 4.—Food stamp plan: Number of areas included and participants, and value of stamps issued in the continental United States, by month, July 1941–July 1942¹

| Year and month | Number of areas included ² | Number of participants ³ | | Value of food stamps issued |
|-------------------------|---------------------------------------|-------------------------------------|-----------|-----------------------------|
| | | Cases | Persons | |
| 1941 | | | | |
| July..... | 374 | 1,184,490 | 3,821,600 | \$9,998,088 |
| August..... | 388 | 1,152,431 | 3,706,800 | 9,782,709 |
| September..... | 389 | 1,122,628 | 3,598,200 | 9,645,306 |
| October..... | 390 | 1,083,306 | 3,447,700 | 9,078,800 |
| November..... | 390 | 1,061,094 | 3,331,300 | 8,903,766 |
| December..... | 398 | 1,044,201 | 3,450,400 | 9,395,102 |
| 1942 | | | | |
| January..... | 399 | 1,095,636 | 3,528,100 | 9,428,392 |
| February..... | 1,307 | 1,115,946 | 3,589,600 | 9,605,399 |
| March..... | 1,388 | 1,092,103 | 3,584,000 | 9,783,140 |
| April..... | 1,458 | 1,043,931 | 3,322,700 | 9,246,138 |
| May..... | 1,481 | 966,175 | 3,094,000 | 8,718,110 |
| June..... | 1,528 | 925,010 | 2,854,100 | 8,133,159 |
| July ⁴ | 1,533 | 869,872 | 2,601,900 | 7,674,720 |

¹ Data exclude persons receiving commodities under direct distribution program of the Agricultural Marketing Administration and value of such commodities.

² Through January 1942, an area represents a city, county, or group of counties; beginning with February 1942, an area represents a county or city.

³ Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general assistance; persons certified as in need of assistance and employed on or awaiting assignment to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

⁴ Preliminary.

Source: U. S. Department of Agriculture, Agricultural Marketing Administration.

Chart 3.—Special types of public assistance and general relief: Payments to recipients in the continental United States, January 1936–July 1942

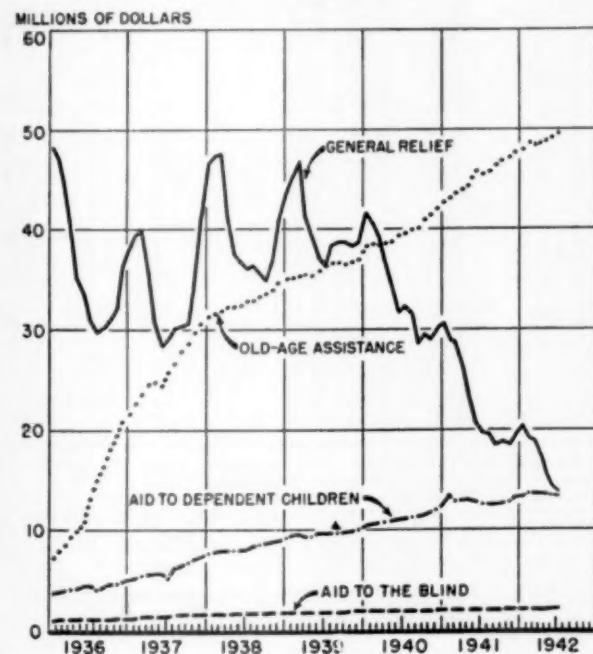


Table 5.—General assistance: Cases and payments to cases in the continental United States, by State, July 1942¹

| State | Number of cases receiving assistance | Amount of payments to cases | Average payment per case | Percentage change from— | | | |
|----------------------------|--------------------------------------|-----------------------------|--------------------------|-------------------------|--------------------|-----------------|--------------------|
| | | | | June 1942 in— | | July 1941 in— | |
| | | | | Number of cases | Amount of payments | Number of cases | Amount of payments |
| Total².. | 566,000 | \$13,647,000 | \$24.11 | -6.8 | -3.5 | -35.4 | -31.2 |
| Ala..... | 2,356 | 22,082 | 9.62 | +2.9 | +5.6 | -1.4 | +6.8 |
| Ariz..... | 2,634 | 52,500 | 19.93 | -1.2 | (7) | -7.4 | +8.2 |
| Ark..... | 3,787 | 24,061 | 6.35 | -9 | -6 | +12.6 | +57.3 |
| Calif..... | 24,583 | 591,222 | 24.05 | -5.2 | -8.2 | -45.8 | -44.5 |
| Colo..... | 7,759 | 142,118 | 18.32 | -5.4 | -10.5 | -9.4 | +11.8 |
| Conn..... | 4,887 | 133,593 | 27.34 | -6.6 | -8.3 | -39.3 | -36.7 |
| Del..... | 501 | 9,950 | 19.92 | -4.6 | -3.5 | -38.6 | -35.5 |
| D. C..... | 1,539 | 37,824 | 24.58 | -3.8 | -5.6 | -25.8 | -24.8 |
| Fla..... | 6,647 | 48,581 | 7.31 | -1.2 | +1.5 | -22.1 | -19.4 |
| Ga..... | 4,801 | 36,716 | 7.65 | +7.8 | +7.3 | -19.4 | -6.2 |
| Idaho..... | 1,085 | 16,648 | 15.34 | -2.0 | -1.3 | -20.8 | -11.5 |
| Ill..... | 68,668 | 1,749,404 | 25.48 | -4.9 | +6 | -36.9 | -25.9 |
| Ind..... | 14,545 | 215,966 | 14.85 | -9.5 | -7.3 | -37.5 | -34.1 |
| Iowa..... | 12,197 | 179,670 | 14.73 | -4.9 | -7.5 | -32.6 | -32.4 |
| Kans..... | 7,822 | 138,241 | 17.67 | -6.6 | -7.4 | -30.3 | -18.4 |
| Ky..... | 3,300 | 34,000 | 10.30 | -3.8 | -8.9 | -93.9 | -90.2 |
| La..... | 746 | 19,274 | 25.84 | -93.6 | -8.6 | -36.7 | -30.4 |
| Maine..... | 3,954 | 89,379 | 22.60 | -3.8 | -1.5 | -16.6 | -10.5 |
| Md..... | 5,921 | 130,001 | 21.96 | -3.5 | +4.9 | -29.6 | -24.7 |
| Mass..... | 26,300 | 686,156 | 26.09 | -6.7 | -4.6 | -19.8 | -12.6 |
| Mich..... | 24,255 | 568,601 | 23.44 | -7.4 | -6.4 | -34.2 | -36.2 |
| Minn..... | 14,120 | 283,353 | 20.07 | -5.22 | +15.6 | -22.5 | +20.9 |
| Miss..... | 571 | 2,980 | 5.22 | -2.2 | -2.2 | -28.4 | -17.5 |
| Mo..... | 12,997 | 187,084 | 14.39 | -2.1 | -10.0 | -34.5 | -26.8 |
| Mont..... | 1,896 | 31,040 | 16.37 | -8.7 | -6.2 | -24.4 | -15.0 |
| Nebr..... | 3,958 | 46,641 | 11.78 | -9.3 | -14.7 | (9) | -10.4 |
| Nev..... | 425 | 5,956 | 14.01 | -9.4 | -5.9 | -35.7 | -34.1 |
| N. H..... | 2,672 | 61,382 | 22.97 | -4.7 | -4.5 | -37.8 | -34.0 |
| N. J..... | 15,704 | 364,796 | 23.23 | -4.3 | +2.7 | -31.6 | -4.9 |
| N. Mex..... | 1,185 | 11,381 | 9.60 | -3.8 | -2.1 | -28.4 | -27.6 |
| N. Y..... | 139,809 | 5,207,262 | 37.25 | -3.3 | +4.5 | -12.4 | -4.9 |
| N. C..... | 3,662 | 27,944 | 7.63 | -8.9 | -10.4 | -23.1 | -16.7 |
| N. Dak..... | 1,692 | 25,103 | 14.84 | -8.7 | -7.4 | -32.9 | -25.0 |
| Ohio..... | 29,889 | 659,953 | 18.73 | (11) | -42.5 | (11) | +20.6 |
| Okla..... | 6,102 | 29,463 | 21.93 | -6.4 | -5.0 | -36.9 | -19.1 |
| Oreg..... | 3,820 | 83,774 | 21.93 | -3.6 | +3.6 | -59.5 | -60.9 |
| Pa..... | 46,669 | 933,317 | 20.00 | -11.1 | -1.1 | (13) | -14.2 |
| R. I..... | 3,889 | 127,992 | 35.66 | -1.5 | -1 | -1.7 | +5.1 |
| S. C..... | 2,271 | 19,935 | 8.78 | -8.3 | -3.2 | -23.1 | -21.7 |
| S. Dak..... | 2,233 | 30,591 | 13.70 | -5.7 | -2.5 | -36.4 | -24.4 |
| Tenn..... | 2,000 | 15,000 | 10.61 | -5.7 | -5.1 | -44.6 | -43.7 |
| Tex..... | 5,804 | 61,603 | 10.61 | -7.5 | -5.5 | -19.0 | -5.0 |
| Utah..... | 2,664 | 72,994 | 27.40 | -5.6 | -7.3 | -17.0 | -11.6 |
| Vt..... | 1,164 | 23,835 | 20.48 | -7.9 | -3.0 | -35.6 | -4.8 |
| Va..... | 4,331 | 45,040 | 10.40 | +1.3 | -8 | -6 | +15.3 |
| Wash..... | 5,528 | 137,280 | 24.83 | -9.3 | -8 | -33.0 | -26.9 |
| W. Va..... | 11,740 | 128,848 | 10.98 | -10.0 | -14.3 | | |
| Wis..... | 14,620 | 334,829 | 22.90 | | | | |
| Wyo..... | 684 | 12,437 | 18.18 | | | | |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Effective July 1, 1942, the term "general relief" has been changed to "general assistance," but coverage of program has not been changed.

² Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only and total payments for these services in 3 States have been excluded, and data on cases aided in Oklahoma estimated to exclude duplication.

³ Decrease of less than 0.05 percent.

⁴ State program only; excludes program administered by local officials.

⁵ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

⁶ Excludes assistance in kind and cases receiving assistance in kind only and, for a few counties, cash payments and cases receiving cash payments. Amount of payments shown represents approximately 70 percent of total expenditures.

⁷ Estimated.

⁸ Represents assistance to employables in New Orleans and a small amount in scattered parishes; State-wide program discontinued as of June 30, 1942.

⁹ No change.

¹⁰ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹¹ Represents 2,055 cases aided under program administered by State board of public welfare, and 4,047 cases aided by county commissioners; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed. Report incomplete for some counties.

¹² Partly estimated.

¹³ Comparable data not available.

for estimating the unduplicated number of households and persons benefitting from the programs have been derived from special studies and periodic statistical reports of the agencies included in the series. These factors are no longer adequate for purposes of making monthly estimates, and accordingly they are discontinued.

Public assistance and earnings under the Federal

Table 6.—Old-age assistance: Recipients and payments to recipients, by State, July 1942¹

| State | Number of recipients | Amount of payments to recipients | Average payment per recipient | Percentage change from— | | | |
|--------------------|----------------------|----------------------------------|-------------------------------|-------------------------|--------------------|----------------------|--------------------|
| | | | | June 1942 in— | | July 1941 in— | |
| | | | | Number of recipients | Amount of payments | Number of recipients | Amount of payments |
| Total ² | 2,251,954 | \$40,642,704 | \$22.04 | -0.1 | +0.9 | +3.1 | +9.3 |
| Ala. | 21,656 | 211,496 | 9.77 | +1.9 | +3.5 | +7.4 | +15.3 |
| Alaska | 1,561 | 45,986 | 29.46 | -1 | -1 | -7 | -2 |
| Ariz. | 9,825 | 328,602 | 34.50 | +3 | +5 | +6.9 | +13.0 |
| Ark. | 25,350 | 210,235 | 8.29 | +9 | +8 | -2.3 | +5.8 |
| Calif. | 156,968 | 5,723,542 | 36.46 | -4 | -4 | (³) | +1.1 |
| Colo. | 42,705 | 1,409,525 | 33.01 | -2 | +6.3 | +2 | -7.6 |
| Conn. | 17,533 | 516,167 | 29.44 | -3 | -1 | -5 | +2.4 |
| Del. | 2,305 | 29,777 | 12.92 | -1.1 | -8 | -7.2 | +3.1 |
| D. C. | 3,566 | 94,088 | 26.38 | +1.1 | +1.3 | +2.0 | +4.3 |
| Fla. | 43,379 | 618,458 | 14.26 | +6 | +7 | +14.8 | +24.7 |
| Ga. | 67,158 | 596,836 | 8.89 | +1.5 | +1.9 | +28.6 | +30.6 |
| Hawaii | 1,675 | 23,848 | 14.24 | -2.0 | -7 | -9.1 | +1.2 |
| Idaho | 9,881 | 234,092 | 23.69 | -2 | +3 | +4.8 | +9.1 |
| Ill. | 150,559 | 4,016,724 | 26.68 | +1 | +1.1 | +2.2 | +16.7 |
| Ind. | 70,437 | 1,400,989 | 19.89 | -1 | +3 | +4.0 | +1.6 |
| Iowa | 56,436 | 1,216,274 | 21.55 | -2 | +2 | -1.1 | +1.8 |
| Kans. | 31,076 | 695,764 | 22.39 | -1 | +3 | +6.5 | +22.6 |
| Ky. | 56,112 | 561,089 | 10.00 | -1.3 | +7 | -3.8 | +7.7 |
| La. | 35,765 | 477,813 | 13.36 | +2 | +2 | (³) | +1.1 |
| Maine | 15,966 | 359,728 | 21.28 | +4 | +7 | +22.1 | +24.3 |
| Md. | 16,338 | 313,676 | 19.20 | +1.2 | -4 | -8.4 | -1.9 |
| Mass. | 86,177 | 2,861,688 | 33.21 | -5 | -6 | -1.0 | +13.8 |
| Mich. | 91,861 | 1,824,836 | 19.87 | -7 | +3 | +1.6 | +16.9 |
| Minn. | 63,066 | 1,407,470 | 22.34 | -2 | (³) | -4 | +3.7 |
| Miss. | 26,679 | 240,904 | 9.03 | -8 | -8 | -4 | +2.3 |
| Mo. | 114,994 | 1,546,813 | 13.46 | -5 | +1 | +6 | +6.5 |
| Mont. | 12,458 | 283,027 | 22.72 | -1 | +5 | -1 | +10.7 |
| Nebr. | 29,416 | 548,846 | 18.66 | -6 | -5 | +1.1 | +10.0 |
| Nev. | 2,190 | 67,661 | 30.77 | -5 | -1 | -4.8 | -8.5 |
| N. H. | 7,270 | 165,911 | 22.79 | -5 | -3 | +3.6 | +8.2 |
| N. J. | 29,707 | 675,406 | 22.74 | -6 | -2 | -4.5 | +1.4 |
| N. Mex. | 5,144 | 83,790 | 16.29 | +8 | +1.4 | +7.4 | +2.6 |
| N. Y. | 118,391 | 3,287,353 | 27.77 | -5 | +5.7 | -2.9 | +8.6 |
| N. C. | 39,352 | 406,752 | 10.34 | +3 | +1 | +3.5 | +5.2 |
| N. Dak. | 9,532 | 178,122 | 18.65 | +1 | +4 | +2.0 | +8.0 |
| Ohio | 139,322 | 3,362,765 | 24.14 | (³) | +3 | +6 | +3.8 |
| Okl. | 77,843 | 1,596,374 | 20.51 | +1 | +3 | +1.3 | +15.4 |
| Oreg. | 21,608 | 507,858 | 23.50 | -7 | +3 | +1.7 | +11.0 |
| Pa. | 96,918 | 2,227,690 | 22.99 | -4 | -4 | -6.1 | -3.2 |
| R. I. | 7,430 | 176,771 | 23.79 | +1 | +1.3 | +5.6 | +22.2 |
| S. C. | 21,272 | 224,495 | 10.55 | +1.2 | -6.5 | +18.7 | +56.2 |
| S. Dak. | 14,727 | 283,451 | 19.25 | -5 | -2 | -1.6 | -7 |
| Tenn. | 40,285 | 499,275 | 12.39 | +7 | +5.4 | +5 | +22.7 |
| Tex. | 175,527 | 3,486,543 | 19.86 | +8 | +1.6 | +22.3 | +31.0 |
| Utah | 14,554 | 393,224 | 27.02 | -1 | -3 | +1.3 | +2.4 |
| Vt. | 5,543 | 98,212 | 17.72 | +9 | +152.2 | -3.7 | +8 |
| Va. | 19,692 | 203,471 | 10.33 | -5 | -7 | -2.4 | +5 |
| Wash. | 64,259 | 2,157,932 | 33.58 | (³) | +1 | +8.7 | +12.1 |
| W. Va. | 23,623 | 417,144 | 17.66 | +6 | +6 | +21.2 | +42.1 |
| Wis. | 53,728 | 1,276,606 | 23.76 | -4 | -1 | -7 | +3.7 |
| Wyo. | 3,517 | 87,605 | 24.91 | -6 | -7 | (³) | +4.1 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

² All 51 States have plans approved by the Social Security Board.

³ Increase of less than 0.05 percent.

⁴ Includes \$107,262 incurred for payments to 3,246 recipients 60 but under 65 years of age.

⁵ Decrease of less than 0.05 percent.

⁶ Decrease in payments in June 1942 resulted from shortage of funds.

work programs in the continental United States in July amounted to \$120 million, a decrease of 11 percent from June 1942 and 28 percent from July 1941.

June-July changes of less than 1 percent occurred in payments for all three of the special

Table 7.—Aid to the blind: Recipients and payments to recipients, by State, July 1942¹

| State | Number of recipients | Amount of payments to recipients | Average payment per recipient | Percentage change from— | | | |
|-------------------------------|----------------------|----------------------------------|-------------------------------|-------------------------|--------------------|----------------------|--------------------|
| | | | | June 1942 in— | | July 1941 in— | |
| | | | | Number of recipients | Amount of payments | Number of recipients | Amount of payments |
| Total | 78,689 | \$2,056,096 | \$26.13 | -0.3 | (²) | +6.2 | +8.8 |
| Total, 44 States ³ | 54,480 | 1,334,035 | 24.49 | +2 | +0.7 | +9.2 | +14.0 |
| Ala. | 649 | 6,583 | 10.14 | +9 | +6.1 | +4.7 | +17.9 |
| Ariz. | 415 | 13,966 | 33.65 | (³) | +1 | +3.5 | +16.1 |
| Ark. | 1,183 | 11,391 | 9.63 | +1.0 | +1.0 | +2.7 | +9.5 |
| Calif. ⁴ | 7,149 | 334,865 | 46.84 | -9 | -1.0 | -1.6 | -8 |
| Colo. | 638 | 21,413 | 33.56 | -5 | +5 | +5.1 | +10.9 |
| Conn. ⁵ | 221 | 6,956 | 31.48 | +7.8 | +4.4 | +6.2 | +20.7 |
| D. C. | 290 | 10,082 | 33.72 | +2.4 | +2.6 | +28.9 | +42.1 |
| Fla. ⁶ | 2,738 | 41,624 | 15.20 | (³) | +4 | +6.5 | +16.0 |
| Ga. | 2,066 | 24,024 | 11.63 | +1.6 | +2.0 | +29.1 | +37.5 |
| Hawaii | 78 | 1,328 | 17.03 | (³) | (³) | (³) | (³) |
| Idaho | 274 | 6,704 | 24.47 | (³) | +8 | -3.2 | +3.3 |
| Ill. | 7,168 | \$19,887 | 30.68 | -4.2 | -5.4 | -2.6 | -1.0 |
| Ind. | 2,354 | 53,243 | 22.62 | -1 | +2.9 | -2 | +8.2 |
| Iowa | 1,541 | 43,329 | 28.12 | +1 | +3.4 | +3 | +17.0 |
| Kans. | 1,337 | 31,878 | 23.84 | -7 | -3 | -3.3 | +10.7 |
| La. | 1,349 | 23,004 | 17.05 | +1.2 | +9 | +8.1 | +8.8 |
| Maine | 1,075 | 24,458 | 22.75 | -5 | -4 | +1 | +4 |
| Md. | 612 | 13,735 | 22.44 | -3 | -9 | -7.6 | -4.1 |
| Mass. | 1,112 | 27,566 | 24.79 | -7 | -1 | -5.4 | -1.4 |
| Mich. | 1,386 | 36,401 | 26.26 | -7 | -7 | +10.8 | +21.3 |
| Minn. | 1,034 | 28,458 | 27.52 | +7 | +1.0 | +4.9 | +7.3 |
| Miss. | 1,363 | 14,517 | 10.65 | -5 | -5 | +25.9 | +53.7 |
| Mo. | 7,100 | 7,88,100 | 24.74 | -9 | -5 | +18.5 | +30.2 |
| Mont. | 326 | 8,064 | 24.74 | -9 | -9 | -1 | +3.8 |
| Nebr. ⁷ | 723 | 15,739 | 21.77 | -1.2 | (³) | (³) | (³) |
| Nev. | 86 | 946 | 36.38 | (³) | (³) | (³) | (³) |
| N. H. | 330 | 7,871 | 23.85 | -2.4 | -1.8 | +3 | +3.7 |
| N. J. | 717 | 17,637 | 24.60 | +1 | +5 | -2.8 | +2 |
| N. Mex. | 235 | 4,500 | 19.15 | (³) | +9 | +7.3 | +12.1 |
| N. Y. | 2,747 | 79,650 | 29.00 | -4 | +4.5 | -3.3 | +7.7 |
| N. C. | 2,242 | 33,997 | 15.16 | +1.2 | +1.5 | +12.4 | +14.2 |
| N. Dak. | 133 | 2,860 | 21.50 | -1.5 | -3.0 | -1.5 | -2 |
| Ohio | 3,926 | 82,826 | 21.10 | -4 | +2 | -1.5 | +3.7 |
| Okl. | 2,192 | 50,756 | 23.16 | +4 | +1.7 | +1.6 | +38.8 |
| Oreg. | 462 | 12,986 | 28.11 | -9 | +6 | -9 | +10.7 |
| Pa. | 13,917 | 415,128 | 29.81 | -1 | -1 | +1.6 | +3 |
| R. I. | 95 | 2,149 | 22.62 | (³) | (³) | (³) | (³) |
| S. C. | 823 | 8,465 | 10.29 | +1.0 | -3.0 | +2.5 | +4.6 |
| S. Dak. | 254 | 3,881 | 15.28 | -4 | -8 | -9.9 | -17.4 |
| Tenn. | 1,663 | 20,753 | 12.48 | +4 | +7 | +1.3 | +12.7 |
| Tex. | 3,285 | 75,456 | 22.97 | +4.8 | +5.0 | (³) | (³) |
| Utah | 163 | 4,705 | 28.87 | -2.4 | -9 | -9.4 | -1.7 |
| Vt. | 159 | 3,564 | 22.42 | +1.3 | +9 | +6 | +3.5 |
| Va. | 1,081 | 13,928 | 12.88 | +1 | -3 | +3.4 | +6.1 |
| Wash. | 975 | 34,859 | 35.75 | -1.5 | -1.6 | -7.8 | -5.4 |
| W. Va. | 1,033 | 23,404 | 22.66 | +2 | +1.2 | +18.3 | +42.9 |
| Wis. | 1,908 | 46,686 | 24.47 | -7 | -3 | -3.5 | (³) |
| Wyo. | 135 | 3,774 | 27.96 | -1.5 | -2.4 | -6.2 | -1.8 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation. Delaware and Alaska do not have programs for aid to the blind, and information on status of program in Kentucky is not available.

² Total for States with plans approved by the Social Security Board.

³ Increase of less than 0.05 percent.

⁴ No change.

⁵ Includes program administered under State law without Federal participation.

⁶ Not computed; less than 100 recipients.

⁷ Estimated.

⁸ No program for aid to the blind for July 1941.

types of public assistance. Recipients of each type of aid declined for the first time since the Social Security Board was established. Payments for aid to dependent children also decreased, but payments to recipients of old-age assistance and

aid to the blind increased. General assistance cases declined 6.8 percent and payments 3.5 percent. (Effective July 1, 1942, the term "general relief" was changed to "general assistance," but the coverage of the program has not

Table 8.—Aid to dependent children: Recipients and payments to recipients, by State, July 1942¹

| State | Number of recipients | | Amount of payments to recipients | Average payment per family | Percentage change from— | | | | | |
|-------------------------------|----------------------|--------------------|----------------------------------|----------------------------|-------------------------|------------------|--------------------|----------------------|------------------|--------------------|
| | Families | Children | | | June 1942 in— | | | July 1941 in— | | |
| | | | | | Number of recipients | | Amount of payments | Number of recipients | | Amount of payments |
| | | | | | Families | Children | | Families | Children | |
| Total..... | 390,592 | 939,561 | \$13,257,044 | \$33.94 | -1.4 | -1.3 | -0.8 | +0.4 | +0.1 | +5.1 |
| Total, 47 States ¹ | 386,801 | 930,621 | 13,174,795 | 34.06 | -1.4 | -1.3 | -0.8 | +2.8 | +2.3 | +7.1 |
| Alabama..... | 5,572 | 15,895 | 89,307 | 16.03 | +1.1 | +1.2 | +4.1 | -4.5 | -5.6 | +11.3 |
| Alaska..... | ² 90 | ² 810 | ² 5,800 | | | | | | | |
| Arizona..... | 2,234 | 6,003 | 75,862 | 33.96 | -3.6 | -2.8 | -3.0 | -9.2 | -7.5 | -6.3 |
| Arkansas..... | 6,262 | 16,304 | 89,476 | 14.29 | +1 | +2 | -2 | -2.9 | -1.7 | +3.0 |
| California..... | 12,990 | 31,106 | 672,602 | 51.78 | -4.8 | -4.4 | -3.8 | -17.4 | -17.3 | -10.8 |
| Colorado..... | 5,696 | 14,101 | 175,997 | 30.90 | -4.1 | -3.5 | -4.0 | -9.2 | -8.5 | -7.4 |
| Connecticut..... | 1,821 | 4,725 | 105,906 | 58.16 | +5.6 | +6.9 | +10.4 | +45.1 | +65.7 | +91.6 |
| Delaware..... | 440 | 1,322 | 15,010 | 34.11 | -4.8 | -3.7 | -4.2 | -26.8 | -21.8 | -26.4 |
| District of Columbia..... | 1,140 | 3,317 | 41,711 | 36.59 | +9 | +3 | +1.0 | +13.5 | +12.3 | +11.9 |
| Florida ³ | 5,570 | 13,042 | 136,814 | 24.66 | -2.4 | -3.8 | -1.4 | +34.7 | +25.7 | +47.1 |
| Georgia..... | 4,720 | 11,529 | 106,744 | 22.62 | +1 | (⁴) | +1 | +5 | -8 | +3.8 |
| Hawaii..... | 826 | 2,588 | 33,528 | 40.59 | -7.0 | -6.2 | -5.3 | -30.9 | -32.8 | -23.1 |
| Idaho..... | 2,894 | 7,449 | 94,938 | 32.81 | -3.5 | -3.1 | -2.7 | -5.5 | -3.8 | +2.1 |
| Illinois..... | 22,523 | 51,161 | 735,201 | 32.64 | -2.5 | -2.1 | -1.4 | +201.1 | +206.7 | +323.7 |
| Indiana..... | 14,583 | 30,532 | 451,886 | 30.99 | -2.4 | -1.8 | -1.7 | -9.9 | -8.9 | -5.1 |
| Iowa..... | 3,157 | 6,988 | 89,939 | 19.11 | -9 | -7 | -7.1 | -10.9 | -10.6 | -10.8 |
| Kansas..... | 6,625 | 16,034 | 225,723 | 34.07 | -1.8 | -1.5 | -1.7 | +1.4 | +3.8 | +19.2 |
| Kentucky..... | ⁵ 1,480 | ⁵ 1,690 | ⁵ 16,690 | | | | | | | |
| Louisiana..... | 14,874 | 38,129 | 397,124 | 26.70 | -1.2 | -7 | -1.2 | -3.6 | -3.4 | -3.3 |
| Maine..... | 1,808 | 5,008 | 75,433 | 41.72 | -7 | -8 | (⁶) | +12.9 | +21.6 | +18.7 |
| Maryland..... | 5,188 | 14,343 | 167,904 | 32.36 | -3.4 | -3.7 | -3.6 | -18.2 | -17.1 | -14.1 |
| Massachusetts..... | 11,772 | 28,785 | 657,867 | 55.88 | -1.9 | -2.2 | -2.3 | -6.5 | -7.0 | -6.1 |
| Michigan..... | 20,306 | 46,948 | 883,910 | 43.53 | -2.2 | -2.2 | -2.3 | -5.3 | -7.4 | +1.6 |
| Minnesota..... | 8,741 | 21,127 | 304,614 | 34.85 | -1.9 | -1.5 | -1.8 | -6.2 | -4.6 | -4.2 |
| Mississippi..... | 2,543 | 6,524 | 61,258 | 20.16 | -1.2 | -1.2 | -1.2 | +38.9 | +52.6 | +53.4 |
| Missouri..... | 14,061 | 32,244 | 425,959 | 30.29 | -3 | -3 | +28.7 | (⁷) | -7 | +32.6 |
| Montana..... | 2,532 | 6,277 | 78,792 | 31.12 | -3.0 | -2.7 | -2.4 | -2 | +8 | +4.3 |
| Nebraska ⁸ | 5,287 | 11,836 | 149,807 | 28.33 | -2.3 | -2.2 | -2.5 | -8.8 | -8.9 | -6.3 |
| Nevada..... | ⁸ 104 | ⁸ 222 | ⁸ 2,810 | ⁸ 24.15 | -6.5 | -7.9 | -8.8 | -8.0 | -17.2 | -6.6 |
| New Hampshire..... | 853 | 2,141 | 40,582 | 47.58 | +1.4 | +1.5 | +1.0 | +36.9 | +39.6 | +51.1 |
| New Jersey..... | 7,913 | 18,035 | 252,570 | 31.92 | -5.6 | -5.6 | -5.3 | -21.6 | -21.1 | -20.8 |
| New Mexico..... | 2,420 | 7,103 | 68,227 | 28.19 | +2.3 | +1.9 | +3.4 | +20.6 | +24.5 | +29.9 |
| New York..... | 27,195 | 54,317 | 1,363,322 | 50.13 | -1.7 | -1.1 | +1 | -16.7 | -15.0 | -9.4 |
| North Carolina..... | 9,782 | 22,863 | 167,684 | 17.14 | -1.3 | -1.5 | -1.5 | -6 | -2.5 | +1.3 |
| North Dakota..... | 2,460 | 6,842 | 78,675 | 31.98 | -1.6 | -1.4 | -1.4 | -5 | -6 | +2.0 |
| Ohio..... | 11,316 | 29,805 | 433,400 | 38.30 | -1.9 | -1.5 | -2.5 | -4.1 | -5.8 | -6.7 |
| Oklahoma..... | 19,362 | 44,881 | 429,207 | 22.17 | -9 | -5 | (⁷) | -1.9 | -9 | +34.6 |
| Oregon..... | 1,942 | 4,602 | 90,436 | 46.57 | -4.1 | -3.6 | -3.6 | -5.9 | -5.5 | +7.1 |
| Pennsylvania..... | 46,065 | 115,670 | 1,859,450 | 40.37 | -3.5 | -3.7 | -4.1 | -25.7 | -25.4 | -17.9 |
| Rhode Island..... | 1,244 | 3,438 | 66,025 | 53.07 | +2 | -5 | +1.4 | -4.0 | -6.2 | +12.3 |
| South Carolina..... | 4,012 | 11,665 | 63,437 | 15.81 | -2 | -8 | -5.6 | +5.4 | +4.3 | -8.1 |
| South Dakota..... | 1,871 | 4,374 | 53,825 | 28.77 | +4 | +4 | +5 | +16.9 | +16.7 | +22.8 |
| Tennessee..... | 14,017 | 35,068 | 271,268 | 19.35 | -1.4 | -1.0 | +3 | -2.0 | -2.0 | +1.9 |
| Texas..... | 17,318 | 36,002 | 355,792 | 20.54 | +15.0 | +13.9 | +14.6 | (⁹) | (⁹) | (⁹) |
| Utah..... | 3,350 | 8,927 | 150,763 | 45.00 | -4.0 | -2.6 | -6.5 | -16.9 | -15.1 | -11.0 |
| Vermont..... | 714 | 1,904 | 23,306 | 32.64 | -1.5 | -1.3 | -2.1 | +9.0 | +6.2 | +8.5 |
| Virginia..... | 4,897 | 14,093 | 100,165 | 20.45 | -1.3 | -1.5 | -2.4 | +8.7 | +6.3 | +11.2 |
| Washington..... | 4,686 | 11,369 | 211,823 | 45.20 | -3.9 | -3.5 | -8 | -11.4 | -9.9 | +9.5 |
| West Virginia..... | 12,889 | 34,242 | 400,426 | 31.07 | +1.7 | +1.8 | +1.6 | +35.9 | +35.6 | +70.0 |
| Wisconsin..... | 10,759 | 25,057 | 426,537 | 39.64 | -3.0 | -3.0 | -2.9 | -12.8 | -10.8 | -5.7 |
| Wyoming..... | 728 | 1,894 | 24,502 | 33.66 | -2.7 | -2.5 | -2.3 | -6.3 | -4.3 | -3.4 |

¹ For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

² Total for States with plans approved by the Social Security Board.

³ Estimated.

⁴ No approved plan for July 1941. Percentage change based on program administered under State law without Federal participation.

⁵ Includes program administered under State law without Federal participation.

⁶ No change.

⁷ Increase of less than 0.05 percent.

⁸ In addition, in 60 counties payments amounting to \$10,654 were made from local funds without State or Federal participation to 599 families in behalf of 1,461 children under the State mothers'-pension law; some of these families also received aid under plan approved by the Social Security Board.

⁹ No approved plan for July 1941. Percentage change not computed, since program administered under State law without Federal participation was not State-wide.

been changed.) Persons employed by the Work Projects Administration dropped 25 percent and their earnings, 11 percent.

The special types of public assistance accounted

for 54 percent of total expenditures for the month, general assistance for 11 percent, and projects of the Work Projects Administration for 35 percent.

In 29 States with plans approved by the Social

Table 9.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, June 1942¹

[In thousands]

| State | Total | Assistance to recipients | | | | | Earnings of persons employed under Federal work programs | | | | | | Earnings on regular Federal construction projects |
|----------------------|-----------|---|---------------------------|------------------|--------------------|--|--|-------------------------------|----------------------------|-------------------------------|---|-----------|---|
| | | Special types of public assistance ¹ | | | General assistance | Subsistence payments certified by the Farm Security Administration | Civilian Conservation Corps | National Youth Administration | | Works Projects Administration | Other Federal agency projects financed from emergency funds | | |
| | | Old-age assistance | Aid to dependent children | Aid to the blind | | | | Student work program | Out-of-school work program | | | | |
| Total | \$135,011 | \$49,128 | \$13,321 | \$2,054 | \$14,149 | \$418 | \$3,167 | \$956 | \$4,929 | \$46,861 | \$28 | \$307,109 | |
| Alabama | 1,550 | 204 | 86 | 6 | 21 | 16 | 137 | 16 | 124 | 940 | | 10,123 | |
| Arizona | 701 | 327 | 78 | 14 | 53 | 2 | 20 | 2 | 15 | 189 | | 1,008 | |
| Arkansas | 1,358 | 299 | 90 | 11 | 24 | 23 | 115 | 4 | 81 | 801 | | 4,836 | |
| California | 9,579 | 5,747 | 699 | 338 | 644 | 10 | 58 | 86 | 122 | 1,874 | | 34,648 | |
| Colorado | 2,130 | 1,326 | 183 | 21 | 159 | 15 | 17 | 8 | 37 | 362 | 2 | 1,966 | |
| Connecticut | 1,037 | 517 | 96 | 7 | 146 | | 7 | 10 | 37 | 218 | | 3,688 | |
| Delaware | 130 | 30 | 16 | | 10 | (?) | 7 | 2 | 7 | 64 | | 608 | |
| District of Columbia | 430 | 93 | 41 | 10 | 40 | | 7 | 7 | 13 | 220 | | 4,492 | |
| Florida | 2,178 | 614 | 139 | 41 | 48 | | 78 | 14 | 88 | 1,150 | | 4,770 | |
| Georgia | 2,178 | 586 | 107 | 24 | 37 | 33 | 145 | 22 | 246 | 980 | | 4,937 | |
| Idaho | 556 | 233 | 98 | 7 | 17 | 5 | 6 | 4 | 33 | 154 | | 332 | |
| Illinois | 10,557 | 3,973 | 745 | 228 | 1,739 | 5 | 94 | 58 | 246 | 3,461 | 7 | 6,911 | |
| Indiana | 3,450 | 1,397 | 460 | 52 | 233 | 1 | 34 | 16 | 103 | 1,155 | | 8,676 | |
| Iowa | 2,266 | 1,214 | 61 | 42 | 194 | 2 | 18 | 29 | 96 | 610 | | 965 | |
| Kansas | 1,792 | 693 | 230 | 32 | 149 | 4 | 32 | 8 | 70 | 574 | | 1,305 | |
| Kentucky | 2,096 | 557 | 16 | | 34 | 17 | 205 | 9 | 147 | 1,110 | | 3,423 | |
| Louisiana | 2,276 | 477 | 402 | 23 | 190 | 16 | 117 | 18 | 106 | 927 | | 9,860 | |
| Maine | 716 | 338 | 75 | 25 | 96 | 3 | 9 | 1 | 60 | 110 | | 3,620 | |
| Maryland | 974 | 315 | 174 | 14 | 132 | 3 | 15 | 10 | 40 | 272 | | 9,549 | |
| Massachusetts | 6,736 | 2,878 | 674 | 28 | 654 | (?) | 41 | 23 | 135 | 2,303 | | 14,835 | |
| Michigan | 5,624 | 1,819 | 905 | 37 | 596 | 18 | 80 | 52 | 185 | 1,932 | | 2,559 | |
| Minnesota | 3,471 | 1,408 | 310 | 28 | 303 | 20 | 62 | 27 | 102 | 1,210 | | 2,275 | |
| Mississippi | 1,410 | 243 | 52 | 15 | 3 | 13 | 136 | 14 | 117 | 818 | | 2,757 | |
| Missouri | 4,076 | 1,545 | 331 | 10 86 | 191 | 20 | 108 | 13 | 131 | 1,649 | | 4,351 | |
| Montana | 734 | 282 | 81 | 8 | 34 | 7 | 6 | 3 | 23 | 250 | | 214 | |
| Nebraska | 1,311 | 551 | 154 | 16 | 50 | 6 | 17 | 8 | 39 | 471 | | 2,352 | |
| Nevada | 114 | 68 | 3 | 1 | 7 | (?) | 1 | 1 | 2 | 32 | | 407 | |
| New Hampshire | 456 | 166 | 40 | 8 | 65 | 1 | 3 | 2 | 15 | 155 | | 2,875 | |
| New Jersey | 3,200 | 676 | 267 | 18 | 382 | (?) | 35 | 28 | 71 | 1,724 | | 10,542 | |
| New Mexico | 720 | 83 | 66 | 4 | 11 | 50 | 54 | 3 | 31 | 418 | | 1,118 | |
| New York | 15,359 | 3,110 | 1,362 | 76 | 5,317 | 2 | 104 | 121 | 344 | 4,923 | (?) | 14,444 | |
| North Carolina | 1,794 | 406 | 170 | 34 | 27 | 28 | 118 | 19 | 185 | 807 | | 4,608 | |
| North Dakota | 550 | 177 | 80 | 3 | 28 | 2 | 18 | 7 | 27 | 209 | | 60 | |
| Ohio | 7,135 | 3,351 | 445 | 83 | 605 | 4 | 96 | 44 | 187 | 2,322 | | 8,298 | |
| Oklahoma | 3,481 | 1,591 | 429 | 50 | 51 | 16 | 138 | 15 | 177 | 1,013 | | 4,892 | |
| Oregon | 920 | 506 | 94 | 13 | 88 | 6 | 7 | 10 | 31 | 163 | | 12,600 | |
| Pennsylvania | 9,874 | 2,236 | 1,039 | 415 | 901 | 6 | 184 | 81 | 319 | 3,793 | | 19,462 | |
| Rhode Island | 616 | 174 | 65 | 2 | 129 | (?) | 5 | 2 | 12 | 226 | | 4,030 | |
| South Carolina | 1,468 | 240 | 67 | 9 | 20 | (?) | 101 | 12 | 109 | 902 | 18 | 4,441 | |
| South Dakota | 614 | 284 | 54 | 4 | 32 | 5 | 16 | 3 | 32 | 184 | | 130 | |
| Tennessee | 1,982 | 474 | 271 | 21 | 13 | 4 | 129 | 13 | 110 | 948 | | 9,263 | |
| Texas | 7,042 | 3,433 | 311 | 72 | 63 | 28 | 332 | 47 | 340 | 2,417 | | 21,470 | |
| Utah | 857 | 394 | 161 | 5 | 77 | 2 | 4 | 9 | 21 | 184 | | 2,605 | |
| Vermont | 175 | 39 | 24 | 4 | 25 | 2 | 3 | 2 | 19 | 58 | | 50 | |
| Virginia | 1,008 | 205 | 103 | 14 | 49 | 5 | 97 | 21 | 98 | 417 | | 18,302 | |
| Washington | 3,040 | 2,156 | 213 | 35 | 142 | 6 | 10 | 24 | 78 | 376 | | 12,321 | |
| West Virginia | 2,246 | 415 | 394 | 23 | 133 | 3 | 84 | 12 | 182 | 1,002 | | 1,712 | |
| Wisconsin | 3,012 | 1,278 | 439 | 47 | 338 | 12 | 58 | 16 | 121 | 702 | | 4,654 | |
| Wyoming | 194 | 88 | 25 | 4 | 14 | 2 | 3 | 2 | 12 | 44 | | 66 | |

¹ See footnotes to table 1.

² Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

³ Partly estimated; does not represent sum of State figures, because total payments for medical care, hospitalization, and burial in 3 States have been excluded.

⁴ Includes data for South Carolina, where amount of cash grant payments canceled during month exceeded by \$11,894 amount of cash grant payments issued.

⁵ State program only; excludes program administered by local officials.

⁶ Includes total payments for medical care, hospitalization, and/or burial. Less than \$500.

⁷ Data represent approximately 70 percent of total expenditures; exclude assistance in kind and, for a few counties, cash payments.

⁸ Partly estimated.

⁹ Estimated.

¹⁰ Decrease in payments in June 1942 resulted from shortage of funds.

Security Board in both years, the number of persons receiving old-age assistance in July 1942 was larger than in July 1941; the number receiving aid to the blind increased in 26 of these States.

In contrast, the number of families receiving aid to dependent children decreased in 30 States. Arkansas was the only State to report an increase in the number of cases receiving general assistance.

Table 10.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, June 1942¹

| State | Recipients of assistance | | | | | | Persons employed under Federal work programs | | | | | | Persons employed on regular Federal construction projects |
|---------------------------|---|---------------------------|--------------------|---------------------|------------------------------------|---|--|----------------------------|---------|------------------------------|---|-----------|---|
| | Special types of public assistance ¹ | | | | Cases receiving general assistance | Cases for which subsistence payments were certified by the Farm Security Administration | National Youth Administration | | | Work Projects Administration | Other Federal agency projects financed from emergency funds | | |
| | Old-age assistance | Aid to dependent children | | Aid to the blind | | | Civilian Conservation Corps | Student work program | | | | | |
| | | Families | Children | | | | | Out-of-school work program | | | | | |
| Total..... | 2,250,035 | 395,041 | 949,151 | 78,838 | ² 607,000 | ³ 12,177 | 47,127 | 135,420 | 183,958 | 671,010 | 204 | 1,657,749 | |
| Alabama..... | 21,262 | 5,509 | 15,704 | 643 | 2,290 | 299 | 2,035 | 1,851 | 4,731 | 15,216 | | 56,696 | |
| Arizona..... | 9,499 | 2,317 | 6,178 | 415 | 2,665 | 137 | 301 | 285 | 589 | 2,215 | | 11,864 | |
| Arkansas..... | 25,120 | 6,257 | 16,266 | 1,171 | ⁴ 3,822 | 845 | 1,714 | 597 | 4,020 | 14,997 | | 27,775 | |
| California..... | 157,597 | 13,550 | 32,550 | 7,217 | 25,923 | 480 | 865 | 9,611 | 4,220 | 20,286 | | 166,341 | |
| Colorado..... | 42,787 | 5,938 | 14,611 | 641 | ⁵ 8,198 | 513 | 247 | 1,146 | 1,461 | 3,944 | 13 | 11,179 | |
| Connecticut..... | 17,583 | 1,725 | 4,421 | 205 | 5,233 | | 106 | 1,351 | 1,635 | 2,498 | | 16,586 | |
| Delaware..... | 2,331 | 462 | 1,373 | | 525 | | 11 | 268 | 314 | 800 | | 5,178 | |
| District of Columbia..... | 3,528 | 1,130 | 3,306 | 292 | 1,600 | | 101 | 698 | 467 | 2,182 | | 21,166 | |
| Florida..... | 43,139 | 5,705 | 13,559 | 2,738 | 6,730 | 144 | 1,166 | 1,978 | 3,543 | 16,579 | | 36,912 | |
| Georgia..... | 66,195 | 4,717 | 11,529 | 2,033 | 4,762 | 663 | 2,156 | 4,046 | 8,080 | 16,376 | | 38,158 | |
| Idaho..... | 9,903 | 2,999 | 7,691 | 274 | ⁷ 1,107 | 94 | 90 | 530 | 1,061 | 2,423 | | 1,980 | |
| Illinois..... | 150,409 | 23,096 | 52,276 | 7,487 | 72,208 | 198 | 1,401 | 8,154 | 9,565 | 48,426 | 76 | 29,910 | |
| Indiana..... | 70,512 | 14,944 | 31,084 | 2,356 | ⁸ 16,069 | 21 | 507 | 2,110 | 4,382 | 15,973 | | 39,966 | |
| Iowa..... | 56,555 | 5,166 | 7,040 | 1,539 | 12,820 | 44 | 262 | 4,575 | 3,601 | 9,326 | | 5,218 | |
| Kansas..... | 31,092 | 6,745 | 16,280 | 1,346 | 8,376 | 87 | 477 | 1,380 | 2,569 | 8,738 | | 6,460 | |
| Kentucky..... | 56,823 | ⁹ 4,470 | ⁹ 1,550 | | ⁹ 3,300 | 196 | 3,045 | 1,294 | 6,074 | 18,761 | | 22,772 | |
| Louisiana..... | 35,676 | 15,053 | 38,391 | 1,333 | 11,635 | 780 | 1,744 | 2,646 | 4,753 | 14,978 | | 58,934 | |
| Maine..... | 15,901 | 1,820 | 5,049 | 1,080 | 4,112 | 51 | 140 | 72 | 1,943 | 1,508 | | 22,200 | |
| Maryland..... | 16,536 | 5,372 | 14,901 | 614 | 6,134 | 64 | 219 | 1,375 | 1,354 | 3,445 | | 46,668 | |
| Massachusetts..... | 86,630 | 12,001 | 29,445 | 1,120 | 27,268 | 2 | 612 | 2,720 | 4,370 | 28,253 | | 66,726 | |
| Michigan..... | 92,465 | 20,766 | 48,026 | 1,396 | 25,969 | 219 | 1,191 | 6,746 | 6,087 | 26,117 | | 15,121 | |
| Minnesota..... | 63,139 | 8,906 | 21,451 | 1,027 | 15,248 | 329 | 922 | 4,549 | 4,282 | 17,248 | | 12,711 | |
| Mississippi..... | 26,902 | 2,575 | 6,604 | 1,370 | 656 | 438 | 2,023 | 1,966 | 4,352 | 15,157 | | 32,774 | |
| Missouri..... | 115,501 | 14,098 | 32,339 | ⁹ 3,100 | ¹⁰ 13,278 | 1,001 | 1,612 | 1,648 | 4,900 | 24,777 | | 25,496 | |
| Montana..... | 12,467 | 2,609 | 6,454 | 329 | 2,077 | 242 | 89 | 403 | 941 | 3,874 | | 1,605 | |
| Nebraska..... | 29,579 | 5,413 | 12,101 | 732 | 4,364 | 123 | 248 | 1,154 | 1,388 | 6,189 | | 15,678 | |
| Nevada..... | 2,209 | 171 | 847 | 86 | 469 | 2 | 16 | 135 | 112 | 485 | | 2,456 | |
| New Hampshire..... | 7,312 | 841 | 2,110 | 338 | 2,823 | 13 | 48 | 390 | 544 | 2,344 | | 14,089 | |
| New Jersey..... | 29,880 | 8,380 | 19,107 | 716 | ¹¹ 16,470 | 14 | 519 | 4,604 | 2,621 | 21,490 | | 82,019 | |
| New Mexico..... | 5,102 | 2,365 | 6,971 | 235 | ¹¹ 1,238 | 1,736 | 801 | 553 | 1,371 | 5,605 | | 6,386 | |
| New York..... | 118,915 | 27,661 | 54,930 | 2,757 | ¹⁰ 145,286 | 41 | 1,542 | 17,611 | 10,633 | 62,035 | 6 | 72,119 | |
| North Carolina..... | 39,223 | 9,910 | 23,202 | 2,215 | 3,788 | 523 | 1,753 | 2,533 | 8,024 | 13,604 | | 32,836 | |
| North Dakota..... | 9,539 | 2,501 | 6,942 | 135 | 1,858 | 37 | 262 | 1,539 | 885 | 3,551 | | 521 | |
| Ohio..... | 139,373 | 11,535 | 30,247 | 3,941 | 31,690 | 78 | 1,423 | 7,114 | 6,440 | 31,999 | | 29,883 | |
| Oklahoma..... | 77,749 | 19,541 | 45,103 | 2,184 | ¹¹ 9,930 | 441 | 2,059 | 1,971 | 6,997 | 19,069 | | 23,912 | |
| Oregon..... | 21,751 | 2,026 | 4,772 | 466 | 4,083 | 279 | 110 | 1,506 | 852 | 1,873 | | 58,518 | |
| Pennsylvania..... | 97,342 | 47,757 | 120,145 | ¹⁵ 9,931 | 48,417 | 146 | 2,744 | 13,306 | 12,526 | 49,655 | | 102,263 | |
| Rhode Island..... | 7,422 | 1,241 | 3,456 | 95 | ¹⁴ 4,036 | 1 | 74 | 431 | 541 | 2,543 | | 18,904 | |
| South Carolina..... | 21,030 | 4,020 | 11,762 | 815 | 2,305 | (¹⁵) | 1,508 | 2,146 | 3,294 | 14,513 | 109 | 26,355 | |
| South Dakota..... | 14,797 | 1,863 | 4,355 | 255 | 2,436 | 91 | 240 | 322 | 1,363 | 3,216 | | 890 | |
| Tennessee..... | 39,995 | 14,223 | 35,408 | 1,657 | ¹² 2,300 | 76 | 1,927 | 1,184 | 4,900 | 16,894 | | 49,798 | |
| Texas..... | 174,154 | 15,054 | 31,607 | 3,135 | 6,155 | 792 | 4,944 | 5,862 | 12,239 | 41,031 | | 124,324 | |
| Utah..... | 14,569 | 3,489 | 9,167 | 167 | 2,824 | 43 | 65 | 851 | 840 | 2,560 | | 17,197 | |
| Vermont..... | 5,495 | 725 | 1,929 | 157 | 1,258 | 24 | 42 | 383 | 600 | 995 | | 452 | |
| Virginia..... | 19,783 | 4,963 | 14,313 | 1,080 | 4,590 | 84 | 1,450 | 3,400 | 4,105 | 7,253 | | 94,628 | |
| Washington..... | 64,282 | 4,876 | 11,782 | 990 | 5,999 | 146 | 156 | 2,236 | 2,831 | 3,955 | | 63,264 | |
| West Virginia..... | 23,487 | 12,673 | 33,651 | 1,031 | 11,586 | 48 | 1,252 | 1,754 | 6,445 | 15,915 | | 9,185 | |
| Wisconsin..... | 53,958 | 11,095 | 25,830 | 1,922 | 16,123 | 238 | 865 | 2,156 | 4,619 | 9,503 | | 31,096 | |
| Wyoming..... | 3,537 | 748 | 1,942 | 137 | 750 | 65 | 43 | 280 | 494 | 636 | | 580 | |

¹ See footnotes to table 2.

² Figures in italics represent programs administered under State laws from State and/or local funds without Federal participation.

³ Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only in 3 States has been excluded, and data on cases aided in Oklahoma have been estimated to exclude duplication.

⁴ Total includes data for South Carolina, where number of cash grant payments canceled during month exceeded by 285 number of cash grant payments issued.

⁵ State program only; excludes program administered by local officials.

⁶ Includes unknown number of cases receiving medical care, hospitalization, and/or burial only.

⁷ Excludes cases receiving assistance in kind only and, for a few counties, cash payments.

⁸ Partly estimated.

⁹ Estimated.

¹⁰ Includes cases receiving medical care only; number believed by State agency to be insignificant.

¹¹ Represents 3,499 cases aided under program administered by State board of public welfare, and 6,431 cases aided by county commissioners; amount of duplication believed to be large.

EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • REPORTS AND ANALYSIS DIVISION

Operations of the Employment Security Program

Labor-Market Developments

Any lay-offs which may occur in war-production plants because of raw-material shortages and related difficulties will not alleviate the developing labor stringency. Workers who are laid off will be needed at their old jobs or in new war jobs as soon as the production problems responsible for the lay-offs have been worked out. These adjustments will probably be effected in a short time; consequently, these temporarily idle workers cannot be considered net additions to the available labor force. Our expanding production requirements have not changed, nor has our pressing need for labor. Present material shortages only increase the necessity for greater productivity per worker and for the fullest and most careful utilization of the labor supply.

Indicative of the developing labor stringency is the fact that out of 160 important industrial labor-market areas¹ analyzed by the Bureau of Employment Security in July, 35² had current shortages of male labor—2 more than in June. The shortages were principally in aircraft and ship-building centers. In 81² additional areas—14 more than in June—shortages of male labor were expected on the basis of known production requirements. In August, 316 labor-market areas,³ including many small communities, were surveyed. Of these, 50 were found to be areas in which there was a current shortage of local male labor, and 127 were areas in which a shortage of male labor was anticipated.

Rising employment, with its continued drain on the labor supply, points to an intensification of the problem of labor stringency in the future. For the third successive month, employment reached a new all-time high. Total employment, including agricultural, rose 700,000 in July, to 54.0 million.⁴ Nonagricultural industries absorbed 435,000 additional wage earners, and, de-

spite a decline in trade establishments, total non-agricultural employment rose to 37.1 million,⁴ the highest level on record. The July 1942 total of nonagricultural employment was 2.2 million above that for July 1941 and 6.5 million above July 1940. The number of wage earners in manufacturing industries rose 257,000 or 1.8 percent from June, the largest percentage increase for any month since June 1941, and factory pay rolls rose 2.4 percent. Normally, both employment and wages decline at this time of the year.

Available labor is being utilized in the war-production program not only through the hiring of millions of additional persons but also by putting an increasing number of employed workers on full-time or overtime schedules. Between June 1941 and June 1942, when total employment rose 3.1 million, the number of persons employed 40 or more hours a week rose 3.6 million, while the number employed less than 40 hours a week declined by 500,000.⁴ In June 1942, workers in 27 durable-goods industries averaged more than 44 hours. Nevertheless, the fact that more than one-sixth of all employed persons, in both war and nonwar industries and services, worked less than 40 hours a week in June suggests a considerable degree of unused manpower in the employed labor force. In addition, there were 2.8 million persons unemployed in July. The paradox of growing labor stringency in areas next to reservoirs of unemployed and underemployed workers indicates a maldistribution of the labor supply and the failure of employers to use women and minority groups to the fullest possible extent.

The weekly pay envelope of the average factory worker contained \$38 in June 1942, nearly a fifth more than a year ago. He earned 84 cents an hour for a 42.6-hour workweek, 14 and 4 percent, respectively, above last year. If he worked in an establishment producing durable goods, he earned \$44 a week, slightly more than a fifth above last year and \$16 a week more than a worker in an

¹ Includes all cities with a population of 100,000 or more and all other areas in which there is a known demand for at least 5,000 war workers.

² The August Bulletin, p. 39, erroneously attributed this figure to June.

³ Includes all communities of more than 25,000 population and also many of smaller size in which there is an important war demand.

⁴ Estimates of the WPA.

⁴ Estimates of the Bureau of Labor Statistics. Excludes proprietors, self-employed persons, and domestic servants; military and naval forces; and emergency workers (WPA, CCC, NYA).

Table 1.—Summary of employment security operations, July 1942

| Item | Number or amount | Percentage change from— | |
|---|------------------|-------------------------|-----------|
| | | June 1942 | July 1941 |
| Insurance activities: | | | |
| Initial claims (local office)..... | 557,349 | -19.0 | -26.2 |
| Continued claims..... | 3,207,138 | +1.5 | -11.5 |
| Waiting-period..... | 497,839 | -17.1 | -35.4 |
| Compensable..... | 2,709,299 | +5.9 | -5.0 |
| Weeks compensated..... | 2,618,500 | +7.6 | -4.7 |
| Total unemployment..... | 2,420,786 | +8.8 | -4.5 |
| Part-total unemployment ¹ | 60,515 | -18.2 | - |
| Partial unemployment ¹ | 133,740 | +2.0 | -2.2 |
| Gross benefits paid..... | \$32,625,149 | +7.9 | +11.3 |
| Net benefits paid since benefits first payable ² | \$1,942,330,101 | - | - |
| Number of benefit recipients: | | | |
| Estimated individuals during month..... | 863,000 | -1.6 | - |
| Weekly average for month..... | 574,867 | +4.0 | -5.9 |
| Placement activities: | | | |
| Placements ³ | 1,006,269 | +9.0 | +59.9 |
| Agricultural ⁴ | 350,134 | +24.9 | +143.1 |
| Nonagricultural ⁴ | 656,135 | +2.0 | +35.3 |
| Applications (new and renewed) ⁵ | 1,653,639 | -10.0 | +3.6 |
| Active file, July 17, 1942..... | 3,254,240 | - | - |

¹ Excludes Rhode Island; data not reported.

² 41 States reported this type of payment during both periods.

³ Louisiana and Tennessee not included for July 1942.

⁴ Excludes Hawaii; data not reported.

⁵ Data not comparable with previous months, because States are instituting procedure requiring maximum 60-day validity period for all registrants. Excludes Alaska and Hawaii; data not reported.

establishment making nondurable goods. Weekly earnings in engine and turbine manufacturing averaged \$56, in the machine-tool industry \$52, and in shipbuilding \$53—all between 20 and 25 percent above last year's earnings. While in 49 of the 91 manufacturing industries surveyed by the Bureau of Labor Statistics in June 1942 the average weekly pay was less than 15 percent above June 1941, only 12 of these were war industries, 5 were industries greatly affected by restrictions on private building, and 32 were industries producing largely nondurable civilian commodities.

In view of the great demand for labor and the high level of wages, it has become increasingly difficult to find enough potential war workers who are willing to enroll in free public training courses without compensation. In some areas the potential labor supply for war industries consists largely of persons currently employed in nonwar industries, whose family responsibilities prohibit their leaving present employment to take unpaid training. Employment offices in many States, including Utah, Oklahoma, Georgia, and Pennsylvania, report this situation. On the other hand, little difficulty is experienced in recruiting for certain paid public and private training courses.

Several other factors have also been reducing the supply of trainees. The availability of so

many jobs requiring neither training nor experience counters efforts to induce persons to take training. June school graduates failed to fill the public training classes because many found jobs easily. The armed forces are taking a large number of potential male trainees. In addition, a lack of instructors and of materials, particularly welding rods, is holding up training programs in some areas. Instructors' salaries compare unfavorably with wages earned in private employment, and employers are not anxious to lend skilled workers or to pay them salaries to conduct training courses. The results of all these factors are illustrated by the situation in Pascagoula, Miss., a shipbuilding center, where training facilities were being operated at only one-fourth of capacity in July.

Because of the inadequate supply of white male trainees, more and more women are being admitted to training, and there is some increase in the training opportunities being offered to Negroes. At the end of June, women accounted for 35,500, or 18.5 percent of all enrollments in public pre-employment training courses, compared with 15.0 percent in May and 8.7 percent in March. The largest numbers of enrollees were in aircraft and machine-shop courses. The training of Negroes for war industries has lagged behind the training of women. Negro enrollment in public pre-employment training courses at the end of June totaled only 11,500, or 6 percent of all enrollments. More than a fourth of the Negro enrollments were in machine-shop courses, followed by aircraft, shipbuilding, and welding.

A special War Manpower Commission committee on the utilization of colleges and universities for war purposes has called the attention of all institutions of higher learning to a program which emphasizes that all students—men and women—must prepare for active and competent participation in the war effort and in support of civilian activities. The committee also proposes that financial assistance be granted to students who need additional training for war work.

There is increasing evidence that more and more women are entering or returning to the labor market to fill war jobs and to replace men who have joined the armed forces. Approximately 21,800 manufacturing, mining, construction, transportation, and communication and utilities establishments reported to the Bureau of Employment Security that of a total of 12 million workers

employed in July, 2 million were women. Employment of women in all industries over the past year has risen 2.1 million as compared with an increase of only 1 million men, according to the WPA. Although a large part of the increased hiring of women represents merely additional employment in occupations previously open to them, women are also being hired for work which had never before been considered possible for them to do. In Detroit, 26 percent of the persons hired in war industries during the past 60 days have been women. A large producer of radio equipment in New York is planning to employ 1,300 women out of a total staff of 1,600. An aircraft company in Los Angeles predicts that women will comprise approximately 30 percent of its future hires; an ordnance plant in Denver will employ up to 40 percent. Nevertheless, the utilization of women is still far from the maximum possible. Job analyses by the Bureau of Employment Security reveal that hundreds of occupations in the ordnance, shipbuilding, aircraft, transportation-equipment, and rubber-products industries are wholly or partially suitable for women, and the experience of foreign countries indicates that the proportion of women now employed here can be multiplied several times.

Although restrictive practices in the employment of minority groups still exist in most industries, the trend is toward relaxation as the labor market tightens. In many instances a determined effort is being made by employers to increase the employment of Negroes and other minority groups, both by integration and by the establishment of separate shifts. Where this is not being done, the USES and the War Manpower Commission attempt to persuade employers to modify hiring practices that retard production schedules. Because of the recent enactment of a statute the USES in New York will not serve any employer who refuses to employ qualified workers because of race, color, or creed. Nevertheless, discriminatory hiring policies are still widespread.

Inadequate housing and transportation facilities are factors of ever-increasing importance in discouraging in-migration and stimulating labor turn-over in many localities. Lack of proper housing is reported to be the main cause of a labor stringency at some vital metal mines and war plants and the primary reason for workers' quitting at several shipyards. Severe artificial labor strin-

gencies have been created by housing shortages in Ogden, Utah, in Norfolk, Va., and in several other important war centers. Although transportation problems in some localities are being met by the extension of existing bus lines and the adjustment of schedules, every sign points to an intensification of difficulties as present equipment deteriorates and greater strains are placed on it.

High labor turn-over rates continue to trouble war employers and, in some industries, to impede production. In copper mining, for example, in spite of a growing need for increased output, 28 mines employing 31,000 workers reported that between March 15 and July 15 they had hired 5,600 workers and lost 6,200. Turn-over in the important lumber industry is more than 10 percent a month; green hands comprise a large proportion of hires. As a result, the War Manpower Commission on September 7 set up the first critical labor area in the country, in which, except under certain conditions, workers in nonferrous-metal and lumber industries may not switch to other jobs without first obtaining from the USES a certificate of separation from their old jobs. The area is composed of Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Texas, Utah, Washington, and Wyoming. While the June turn-over rate in 11 major war-manufacturing industries with a total employment of 4.4 million was somewhat lower than in May, it was considerably higher than for June 1941. Voluntary quitting accounted for most of the separations in June, although the entry of workers into the armed forces was also a factor. Discharges and lay-offs were of negligible importance.

Placement Activities

During July, for the fifth successive month, the number of jobs filled by the USES increased as public employment offices further expanded their efforts to man the factories and farms of the Nation for war production. More than 1 million placements were made during the month, 9 percent more than in the previous month and 60 percent more than in July 1941 (table 2). The major part of the gain was due to a further sharp expansion in agricultural placements, although nonagricultural placements also increased slightly. During the first 7 months of 1942 nearly 4.7 million jobs were filled by public employment offices, 28 percent more than in January-July last year.

The sharp rise in agricultural placements occurred as harvesting and cultivating activities got under way in some areas and reached their peak in others. The 350,000 farm-work jobs filled

during the month were one-fourth greater than the number in June and, except for September and October 1941, exceeded the total for any month since January 1940, when comparable data

Table 2.—Summary of nonagricultural and agricultural placements, by State, July and January–July 1942

[Corrected to Aug. 22, 1942]

| Social Security Board region and State | Total | | | | Nonagricultural | | | | Agricultural | | | |
|--|-----------|-------------------------|----------------|-----------|-------------------------|---------|-------------------------|--------|-------------------------|--------|-------------------------|------------------------------|
| | July 1942 | | Jan.–July 1942 | | July 1942 | | Jan.–July 1942 | | July 1942 | | Jan.–July 1942 | |
| | Number | Percentage change from— | | Number | Percentage change from— | Number | Percentage change from— | Number | Percentage change from— | Number | Percentage change from— | Percentage of all placements |
| | | June 1942 | July 1941 | | | | | | | | | |
| Total ¹ | 1,006,269 | +9.0 | +59.9 | 4,697,821 | +28.3 | 656,135 | +2.0 | +35.3 | 3,743,493 | +24.2 | +143.1 | 20.3 |
| Region I: | | | | | | | | | | | | |
| Connecticut..... | 11,051 | -1.0 | +12.3 | 68,566 | +13.2 | 9,306 | -2.9 | +5.3 | 64,468 | +11.0 | +74.2 | 6.0 |
| Maine..... | 6,020 | +1.1 | +21.2 | 33,243 | +33.6 | 5,681 | -6 | +23.0 | 32,284 | +33.9 | +22.3 | 2.9 |
| Massachusetts..... | 12,340 | +7.8 | +16.6 | 74,728 | +23.6 | 11,835 | +5.6 | +16.0 | 73,620 | +23.9 | +8.6 | 1.5 |
| New Hampshire..... | 2,221 | +5.6 | -23.9 | 13,950 | -8.1 | 2,103 | +5.5 | -25.7 | 13,447 | -9.6 | +62.8 | 3.6 |
| Rhode Island..... | 3,081 | +2.1 | +39.9 | 19,543 | +32.8 | 3,070 | +3.7 | +40.8 | 19,380 | +32.7 | +46.8 | .8 |
| Vermont..... | 923 | +1.8 | -30.5 | 5,861 | -24.4 | 516 | -17.6 | -59.2 | 4,959 | -33.0 | +154.1 | 15.4 |
| Region II: | | | | | | | | | | | | |
| New York..... | 74,180 | +12.1 | +44.7 | 426,656 | +37.3 | 64,329 | +3.3 | +32.9 | 410,948 | +35.3 | +130.8 | 3.7 |
| Region III: | | | | | | | | | | | | |
| Delaware..... | 1,794 | -12.5 | +8.6 | 10,540 | -4 | 1,580 | -17.9 | +3.1 | 10,156 | -1.6 | +42.8 | 3.6 |
| New Jersey..... | 17,175 | -6.4 | +1.5 | 117,358 | +10.1 | 12,887 | -10.0 | -21.5 | 107,549 | +3.1 | +335.4 | 8.4 |
| Pennsylvania..... | 32,693 | +6.2 | +43.4 | 184,527 | +34.6 | 30,943 | +4.4 | +40.1 | 180,443 | +33.4 | +130.3 | 2.2 |
| Region IV: | | | | | | | | | | | | |
| Dist. of Col..... | 5,377 | -14.2 | +7.2 | 41,780 | +13.9 | 5,368 | -14.1 | +7.2 | 41,671 | +13.9 | +4.8 | .3 |
| Maryland..... | 17,374 | +43.8 | +104.6 | 66,443 | +47.7 | 7,312 | -9.2 | +33.2 | 51,304 | +31.7 | +150.4 | 22.8 |
| North Carolina..... | 28,368 | -27.5 | +55.2 | 149,577 | -8.4 | 22,920 | +6.0 | +95.3 | 119,315 | -13.6 | +20.2 | 20.2 |
| Virginia..... | 9,277 | +22.0 | -36.5 | 58,730 | -26.0 | 8,196 | +15.9 | -40.4 | 56,833 | -25.1 | -44.5 | 3.2 |
| West Virginia..... | 3,867 | -18.6 | -20.8 | 25,767 | -8.8 | 3,542 | -23.4 | -25.3 | 25,231 | -9.7 | +66.5 | 2.1 |
| Region V: | | | | | | | | | | | | |
| Kentucky..... | 12,276 | -29.5 | +156.1 | 68,061 | +152.1 | 12,044 | -25.8 | +152.9 | 54,026 | +110.7 | +934.3 | 20.6 |
| Michigan..... | 28,450 | +27.2 | +64.1 | 125,977 | +25.3 | 18,028 | -4.9 | +16.0 | 110,519 | +15.9 | +197.5 | 12.3 |
| Ohio..... | 34,273 | -15.3 | +34.8 | 224,864 | +37.1 | 30,709 | -18.3 | +25.2 | 214,960 | +34.0 | +176.7 | 4.4 |
| Region VI: | | | | | | | | | | | | |
| Illinois..... | 30,984 | +1.4 | +33.7 | 175,018 | +12.4 | 23,781 | -3.4 | +13.9 | 155,383 | +4.3 | +189.8 | 11.2 |
| Indiana..... | 13,607 | -6.9 | -13.1 | 96,194 | -1.3 | 12,011 | -11.3 | -22.0 | 92,284 | -4.1 | +222.6 | 4.1 |
| Wisconsin..... | 18,573 | +10.7 | +55.8 | 87,082 | +28.7 | 16,382 | +9.2 | +48.5 | 90,934 | +26.2 | +72.8 | 7.1 |
| Region VII: | | | | | | | | | | | | |
| Alabama..... | 4,950 | -38.3 | -14.9 | 52,999 | +36.2 | 4,732 | -10.5 | -11.7 | 46,126 | +47.2 | -9.1 | 13.0 |
| Florida..... | 10,974 | +1 | +102.8 | 60,811 | +38.2 | 10,922 | +5.3 | +103.4 | 55,671 | +31.2 | +226.8 | 8.5 |
| Georgia..... | 9,561 | +15.8 | -8.3 | 54,666 | -15.7 | 8,886 | +14.9 | +1.4 | 52,816 | -10.1 | -69.9 | 3.4 |
| Mississippi..... | 20,912 | +35.8 | +117.4 | 60,653 | +87.3 | 18,323 | +51.6 | +93.0 | 53,073 | +71.8 | +407.7 | 12.5 |
| South Carolina..... | 6,362 | -13.0 | -20.1 | 43,122 | -18.3 | 5,939 | -8.1 | -21.6 | 41,337 | -18.8 | -5.0 | 4.1 |
| Tennessee..... | 19,386 | -9.0 | +70.4 | 85,898 | -21.3 | 7,974 | -2 | +8.8 | 49,506 | -13.5 | +30.0 | 42.4 |
| Region VIII: | | | | | | | | | | | | |
| Iowa..... | 12,699 | +31.5 | +31.3 | 55,879 | -2.7 | 7,351 | -4.2 | +5.5 | 44,881 | -10.3 | +49.1 | 19.7 |
| Minnesota..... | 16,815 | +30.5 | +40.7 | 64,060 | +24.8 | 9,389 | -12.6 | +22.7 | 50,306 | +25.3 | +23.0 | 21.5 |
| Nebraska..... | 24,568 | +107.8 | +307.3 | 55,878 | +141.8 | 9,225 | -15.6 | +116.8 | 38,729 | +92.7 | +469.9 | 30.7 |
| North Dakota..... | 4,315 | +55.8 | -28.0 | 16,027 | -14.1 | 2,099 | -5.9 | -16.8 | 11,307 | -7.8 | -26.3 | 29.5 |
| South Dakota..... | 5,408 | +3.1 | +67.7 | 18,369 | +52.8 | 3,103 | -37.4 | +69.7 | 14,739 | +55.0 | +44.5 | 19.8 |
| Region IX: | | | | | | | | | | | | |
| Arkansas..... | 71,744 | +39.5 | +530.2 | 262,961 | +146.6 | 20,341 | +27.4 | +301.4 | 88,135 | +234.3 | +117.9 | 66.5 |
| Kansas..... | 16,219 | +25.8 | ..... | 69,246 | ..... | 12,178 | +26.2 | ..... | 60,509 | ..... | ..... | 12.6 |
| Missouri..... | 47,673 | +25.6 | ..... | 166,572 | ..... | 34,296 | +40.6 | ..... | 130,316 | ..... | ..... | 21.8 |
| Oklahoma..... | 15,288 | +25.9 | +16.2 | 61,689 | +30.6 | 5,681 | -15.4 | +3.9 | 38,739 | +26.6 | +37.8 | 37.2 |
| Region X: | | | | | | | | | | | | |
| Louisiana..... | 5,761 | -5.0 | -18.3 | 42,069 | -35.6 | 5,736 | -3.1 | -18.2 | 40,593 | -36.1 | -14.6 | 3.5 |
| New Mexico..... | 5,619 | +20.2 | +170.9 | 23,705 | +83.9 | 5,169 | +57.3 | +264.8 | 19,080 | +96.0 | +46.6 | 19.5 |
| Texas..... | 88,924 | +1.4 | +29.0 | 440,769 | +9.9 | 43,414 | -14.5 | +6.6 | 287,295 | +22.2 | -7.5 | 34.8 |
| Region XI: | | | | | | | | | | | | |
| Arizona..... | 7,829 | +29.7 | +173.1 | 40,739 | -12.4 | 4,344 | +53.4 | +86.5 | 22,089 | +14.3 | -31.3 | 45.8 |
| Colorado..... | 14,967 | +10.3 | +21.4 | 52,682 | +32.4 | 5,771 | -17.8 | +41.5 | 33,169 | +50.1 | +10.3 | 37.0 |
| Idaho..... | 21,041 | -16.2 | +178.1 | 62,674 | +81.9 | 5,648 | +14.6 | +118.1 | 20,355 | +56.4 | +97.3 | 67.5 |
| Montana..... | 8,382 | +28.8 | +64.6 | 25,852 | +43.6 | 5,254 | +67.5 | +105.8 | 15,385 | +32.4 | +64.0 | 40.5 |
| Utah..... | 12,238 | +2.9 | +289.0 | 37,781 | +151.2 | 5,039 | +21.9 | +143.5 | 22,192 | +87.1 | +389.8 | 41.3 |
| Wyoming..... | 5,618 | +53.3 | +229.1 | 14,539 | +45.9 | 5,194 | +113.6 | +285.3 | 11,934 | +35.8 | +120.8 | 17.9 |
| Region XII: | | | | | | | | | | | | |
| California..... | 96,497 | +5.9 | +107.0 | 457,982 | +77.1 | 71,822 | +9.0 | +87.7 | 384,863 | +69.0 | +136.3 | 16.0 |
| Nevada..... | 4,237 | +9.6 | +46.6 | 19,524 | +57.5 | 3,550 | -1.3 | +74.3 | 17,654 | +68.5 | -2.8 | 9.6 |
| Oregon..... | 34,534 | +20.5 | +13.0 | 110,138 | -2.0 | 12,230 | -1 | -7.3 | 65,841 | +10.9 | +16.5 | 40.2 |
| Washington..... | 48,985 | +17.5 | +93.8 | 154,449 | +79.5 | 19,135 | +2 | +26.3 | 95,740 | +53.2 | +149.4 | 38.0 |
| Territories: | | | | | | | | | | | | |
| Alaska..... | 849 | -2.9 | -23.0 | 5,267 | -19.6 | 847 | +6.3 | -23.0 | 5,167 | -20.8 | ..... | 2.2 |
| Hawaii..... | ..... | ..... | ..... | 6,326 | +1.1 | ..... | ..... | ..... | 6,302 | +4.5 | -61.6 | 2.0 |

¹ Does not include Hawaii for July; data not reported. All percentages based on comparable data.

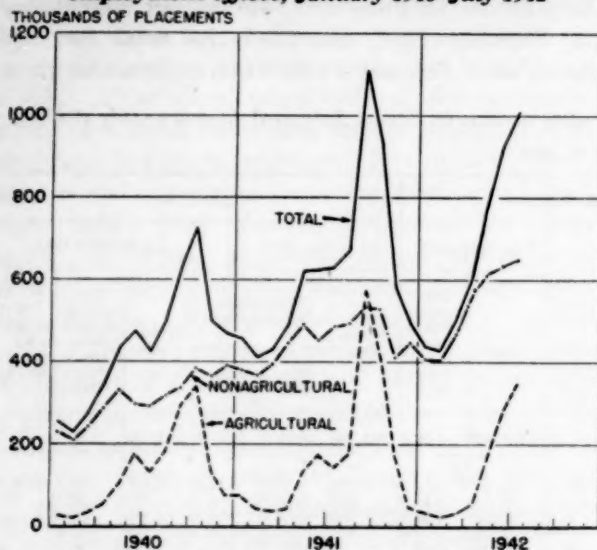
² Not computed, because less than 50 placements were made in 1 or both periods.

³ Increase of more than 1,000 percent.

⁴ Beginning Feb. 16, data for Kansas City, Kans., included with Kansas City, Mo.

⁵ Data not reported for July 1942.

Chart 1.—Placements of men and women by public employment offices, January 1940–July 1942



first became available. The June–July increase was in marked contrast to the declines for the same period of the past 2 years and reflected intensified Employment Service activity in agriculture. Farm placements were approximately $1\frac{1}{2}$ times as great as in July of 1940 and 1941. Moreover, the approximately 956,000 agricultural jobs filled during the first 7 months of 1942 were almost half again as numerous as the total for the corresponding period last year and 75 percent greater than the number filled during January–July 1940.

The July gains in agricultural placements were greatest in Arkansas, Nebraska, Texas, and Washington, where the increases ranged from 7,300 in Washington to 15,900 in Arkansas. These 4 States, together with California and Idaho, accounted for more than half of all July farm-work placements. Large relative increases, of 170 percent or more, occurred in all the North Central States because of the wheat harvest, as well as in Michigan, Nevada, and New York. Declines from June, on the other hand, were reported by 17 States, including most of the Southern and Rocky Mountain States. Compared with July 1941, however, only 9 States reported fewer agricultural placements, and in 21 States such placements more than doubled. Placements in Arkansas, Mississippi, Nebraska, and New Jersey were more than 8 times the number reported for last July.

Nonagricultural placements rose only 2.0 percent above the June level to a total of 656,000, but

for the fourth successive month were greater than at any time since 1935, when placements on public works projects served to inflate the totals. They were one-third more numerous than last July and more than double the number for July 1940. During January–July 1942, the Employment Service filled 3.7 million jobs in nonagricultural occupations, almost one-fourth more than in the corresponding period last year and almost double the total for the first 7 months of 1940.

Although nonagricultural placements increased slightly for the Nation as a whole, 27 States reported declines. Among these were many of the important industrial States of the country, including Connecticut, Illinois, Indiana, Maryland, Michigan, New Jersey, and Ohio. A small number of highly industrialized States continued to account for the bulk of all nonagricultural placements. On the other hand, the major part of the increase from June to July in the number of nonfarm placements occurred, as in the past few months, in the predominantly agricultural States of the country. The sharpest increases, reported by Arizona, Arkansas, Kansas, Mississippi, Missouri, Montana, New Mexico, and Wyoming, reflected the growing proportion of war construction and production which, in recent months, has been allocated to the interior regions of the country. The unusually high levels which nonagricultural placements have reached in these States is evident from the fact that in most of them such placements were approximately 2 to 4 times as great as in July 1941. In all, only 12 States—including Indiana, New Jersey, and Oregon—made fewer nonfarm placements than last July.

The number of different individuals placed in nonagricultural jobs continued the steady rise begun in March; they totaled 475,000^{*} in July or 4.6 percent more than in the previous month. During the first 7 months of 1942 a total of 2.7 million different individuals were placed in nonfarm jobs, a substantially greater number than were placed in both agricultural and nonagricultural jobs during the corresponding months of 1941. A total of 136 nonagricultural jobs were filled during July for every 100 persons placed in such jobs, virtually the same number as in the past 2 months. In several States, however, this ratio was considerably higher, reaching 202 in the District of Columbia, 188 in Washington, and 182

^{*} Excludes Oregon and Rhode Island; data not reported.

in Utah, largely because of the many domestic-service jobs filled.

During the second quarter of 1942, the Employment Service placed women in only 32

percent of the nonagricultural jobs it filled as compared with 40 percent in the preceding quarter, but the 577,000 placements of women represented an increase of 14 percent, with most of

Table 3.—Nonagricultural placements, by sex and color, by State, January-June and April-June 1942

[Corrected to Aug. 25, 1942]

| Social Security Board region and State | January-June 1942 | | | | April-June 1942 | | | | | | | |
|---|-------------------|-----------|---------|-----------|-----------------|---|---------|---|-----------|---|----------|---|
| | Men | | Women | | Men | | Women | | White | | Nonwhite | |
| | White | Non-white | White | Non-white | Number | Percentage change from Jan.- Mar. 1942 | Number | Percentage change from Jan.- Mar. 1942 | Number | Percentage change from Jan.- Mar. 1942 | Number | Percentage change from Jan.- Mar. 1942 |
| Total..... | 1,612,491 | 365,336 | 799,408 | 285,984 | 1,206,233 | +56.3 | 576,926 | +13.5 | 1,409,738 | +40.7 | 373,401 | +34.4 |
| Region I: | | | | | | | | | | | | |
| Connecticut..... | 30,487 | 1,942 | 18,604 | 4,129 | 16,611 | +5.0 | 11,616 | +4.5 | 24,691 | +1.2 | 3,536 | +39.5 |
| Maine..... | 19,418 | 68 | 7,111 | 6 | 11,675 | +49.5 | 3,957 | +25.2 | 15,586 | +42.4 | 46 | (1) |
| Massachusetts..... | 33,674 | 505 | 26,479 | 1,127 | 18,197 | +13.9 | 15,060 | +20.0 | 32,192 | +15.1 | 1,065 | +87.8 |
| New Hampshire..... | 7,910 | 39 | 3,386 | 9 | 4,353 | +21.1 | 1,764 | +8.2 | 6,093 | +17.1 | 24 | (1) |
| Rhode Island..... | 7,940 | 159 | 7,917 | 204 | 4,007 | -2.1 | 4,428 | +17.0 | 8,185 | +6.7 | 250 | +23.2 |
| Vermont..... | 2,633 | 12 | 1,789 | 9 | 1,422 | +16.3 | 897 | -4 | 2,316 | +10.0 | 3 | (1) |
| Region II: | | | | | | | | | | | | |
| New York..... | 149,761 | 16,240 | 118,341 | 62,277 | 100,373 | +52.9 | 94,870 | +10.6 | 149,861 | +26.7 | 45,382 | +37.0 |
| Region III: | | | | | | | | | | | | |
| Delaware..... | 1,836 | 1,268 | 1,511 | 3,961 | 1,867 | +50.9 | 3,037 | +24.7 | 1,955 | +40.4 | 2,949 | +29.3 |
| New Jersey..... | 34,404 | 6,827 | 30,868 | 22,563 | 21,287 | +6.7 | 26,924 | +1.6 | 32,856 | +1.4 | 15,355 | +9.4 |
| Pennsylvania..... | 77,766 | 8,509 | 47,285 | 15,940 | 50,467 | +40.9 | 33,207 | +10.6 | 69,361 | +24.5 | 14,313 | +41.2 |
| Region IV: | | | | | | | | | | | | |
| District of Columbia..... | 6,196 | 10,237 | 4,413 | 15,457 | 9,047 | +22.5 | 10,197 | +5.4 | 5,013 | -10.4 | 14,231 | +24.1 |
| Maryland..... | 16,160 | 12,049 | 9,714 | 6,069 | 16,426 | +39.4 | 8,688 | +22.5 | 13,736 | +13.2 | 11,378 | +68.8 |
| North Carolina..... | 32,443 | 46,205 | 6,979 | 10,788 | 49,597 | +70.7 | 9,732 | +22.0 | 25,575 | +84.7 | 33,774 | +45.6 |
| Virginia..... | 13,559 | 19,717 | 4,951 | 10,410 | 17,106 | +5.8 | 7,848 | +4.5 | 9,686 | +9.8 | 15,268 | +2.8 |
| West Virginia..... | 10,574 | 1,394 | 6,417 | 3,304 | 7,840 | +89.9 | 5,727 | +43.4 | 10,648 | +67.9 | 2,919 | +64.1 |
| Region V: | | | | | | | | | | | | |
| Kentucky..... | 26,404 | 5,497 | 7,877 | 2,204 | 26,248 | +364.3 | 4,790 | -9.5 | 25,594 | +194.6 | 5,444 | +141.2 |
| Michigan..... | 60,954 | 3,935 | 23,245 | 4,357 | 40,411 | +65.1 | 15,318 | +24.7 | 50,320 | +48.5 | 5,400 | +87.6 |
| Ohio..... | 95,966 | 15,917 | 51,364 | 21,004 | 69,602 | +64.6 | 42,147 | +39.5 | 87,949 | +48.1 | 23,800 | +81.4 |
| Region VI: | | | | | | | | | | | | |
| Illinois..... | 70,634 | 6,268 | 45,343 | 9,357 | 45,329 | +43.6 | 28,055 | +5.3 | 64,378 | +24.8 | 9,006 | +36.1 |
| Indiana..... | 41,466 | 4,741 | 28,281 | 5,785 | 28,488 | +60.8 | 17,830 | +9.8 | 39,511 | +30.7 | 6,807 | +83.0 |
| Wisconsin..... | 40,305 | 381 | 23,005 | 861 | 26,869 | +94.5 | 13,122 | +22.1 | 39,075 | +61.2 | 916 | +181.0 |
| Region VII: | | | | | | | | | | | | |
| Alabama..... | 15,077 | 14,260 | 6,313 | 5,744 | 13,151 | -18.8 | 5,459 | -17.3 | 8,661 | -32.0 | 9,949 | -1.1 |
| Florida..... | 15,923 | 13,695 | 5,558 | 5,735 | 19,856 | +103.4 | 5,253 | -13.0 | 13,274 | +61.7 | 11,835 | +55.8 |
| Georgia..... | 10,065 | 19,828 | 7,333 | 6,704 | 17,504 | +41.3 | 7,093 | +2.1 | 10,282 | +44.5 | 14,315 | +17.2 |
| Mississippi..... | 12,939 | 13,232 | 3,818 | 4,761 | 18,121 | +125.1 | 4,573 | +14.2 | 11,475 | +117.2 | 11,219 | +65.6 |
| South Carolina..... | 9,948 | 16,454 | 3,559 | 5,437 | 14,921 | +30.0 | 4,555 | +2.6 | 7,556 | +27.0 | 11,920 | +19.5 |
| Tennessee..... | 12,692 | 9,808 | 9,730 | 9,302 | 12,473 | +24.4 | 9,773 | +5.6 | 11,606 | +7.3 | 10,640 | +25.6 |
| Region VIII: | | | | | | | | | | | | |
| Iowa..... | 25,108 | 368 | 11,874 | 180 | 16,849 | +95.3 | 6,236 | +7.2 | 22,747 | +59.8 | 338 | +61.0 |
| Minnesota..... | 23,427 | 139 | 17,223 | 128 | 15,921 | +108.3 | 10,739 | +62.4 | 26,449 | +86.2 | 211 | +276.8 |
| Nebraska..... | 21,879 | 581 | 4,369 | 67 | 17,740 | +275.8 | 2,434 | +21.6 | 19,765 | +204.9 | 409 | +71.1 |
| North Dakota..... | 4,916 | 1 | 4,291 | 0 | 3,475 | +141.0 | 2,315 | +17.2 | 5,789 | +69.4 | 1 | (1) |
| South Dakota..... | 9,022 | 403 | 2,195 | 16 | 7,888 | +413.2 | 1,204 | +19.6 | 8,710 | +247.4 | 382 | (1) |
| Region IX: | | | | | | | | | | | | |
| Arkansas..... | 30,013 | 20,032 | 12,916 | 4,833 | 28,194 | +29.0 | 10,332 | +39.3 | 24,080 | +27.8 | 14,446 | +38.7 |
| Kansas..... | 36,780 | 2,435 | 8,224 | 892 | 20,680 | - | 4,212 | - | 22,945 | - | 1,947 | - |
| Missouri..... | 56,545 | 7,376 | 28,428 | 3,671 | 41,655 | - | 17,518 | - | 52,658 | - | 6,515 | - |
| Oklahoma..... | 18,665 | 2,720 | 8,904 | 2,769 | 12,081 | +29.8 | 5,925 | +3.1 | 14,700 | +14.2 | 3,306 | +51.4 |
| Region X: | | | | | | | | | | | | |
| Louisiana..... | 8,792 | 10,154 | 4,512 | 11,399 | 9,893 | +9.3 | 7,584 | -8.9 | 6,747 | +2.9 | 10,730 | -9 |
| New Mexico..... | 11,478 | 584 | 1,730 | 119 | 8,678 | +156.4 | 838 | -17.1 | 9,056 | +118.1 | 460 | +89.3 |
| Texas..... | 140,706 | 52,286 | 36,471 | 14,418 | 114,212 | +45.0 | 24,504 | -7.1 | 103,656 | +41.0 | 35,060 | +10.8 |
| Region XI: | | | | | | | | | | | | |
| Arizona..... | 8,644 | 2,929 | 3,665 | 2,507 | 6,301 | +19.5 | 3,083 | -2 | 6,696 | +19.3 | 2,688 | -2.2 |
| Colorado..... | 19,668 | 198 | 7,404 | 128 | 14,822 | +193.9 | 3,813 | +2.5 | 18,420 | +112.9 | 215 | +93.7 |
| Idaho..... | 11,103 | 28 | 3,570 | 6 | 8,486 | +220.8 | 2,097 | +41.8 | 10,558 | +156.6 | 25 | (1) |
| Montana..... | 8,112 | 92 | 1,903 | 24 | 6,171 | +203.5 | 1,088 | +29.7 | 7,167 | +151.7 | 92 | (1) |
| Utah..... | 12,773 | 24 | 4,347 | 9 | 8,218 | +79.5 | 2,452 | +28.8 | 10,649 | +64.6 | 21 | (1) |
| Wyoming..... | 5,411 | 145 | 1,172 | 12 | 4,385 | +274.5 | 677 | +33.5 | 4,935 | +199.5 | 127 | (1) |
| Region XII: | | | | | | | | | | | | |
| California..... | 184,846 | 8,901 | 95,885 | 5,746 | 116,492 | +50.8 | 56,770 | +26.5 | 163,726 | +39.9 | 9,536 | +86.6 |
| Nevada..... | 11,018 | 235 | 2,522 | 329 | 7,546 | +103.6 | 1,498 | +10.7 | 8,670 | +78.0 | 374 | +96.8 |
| Oregon..... | 40,578 | 999 | 11,495 | 539 | 26,225 | +70.8 | 7,128 | +45.3 | 31,903 | +58.2 | 1,450 | (1) |
| Washington..... | 61,703 | 331 | 14,482 | 89 | 42,052 | +110.4 | 8,022 | +22.5 | 49,759 | +88.3 | 315 | +200.0 |
| Territories: | | | | | | | | | | | | |
| Alaska..... | 3,601 | 208 | 473 | 38 | 2,086 | +21.1 | 254 | -1.2 | 2,183 | +15.4 | 157 | +76.4 |
| Hawaii..... | 569 | 4,980 | 162 | 491 | 2,935 | +12.3 | 263 | -32.6 | 355 | -5.6 | 2,843 | +8.2 |

¹ Not computed, because less than 50 placements were made in 1 or both periods.

² Beginning Feb. 16, data for Kansas City, Kans., included with Kansas City, Mo.

³ Increase of more than 1,000 percent.

the States sharing in the rise (table 3). In only four States, however—Alabama, Arkansas, Massachusetts, and Rhode Island—did such placements constitute a larger proportion of the total than in the previous quarter. Fourteen States⁷ reported that women were placed in less than one-fifth of all nonagricultural jobs filled. In nearly every one of these States this low proportion marked a decline, rather sharp in most cases, from the preceding quarter. At the other extreme were the District of Columbia, New Jersey, New York, and Rhode Island, where approximately one-half to three-fifths of all nonfarm placements were of women. Each of these States had similarly high proportions in the first 3 months of the year.

The 373,000 placements of nonwhite persons in nonagricultural occupations constituted 21 percent of all nonfarm placements during April-June 1942. This proportion represented a slight decline from the first quarter, although the total number of nonwhite placements rose more than a third. Increases of three-fifths or more in the number of jobs filled by nonwhite workers were reported by 6⁸ of the States, where such placements comprised more than 10 percent of all nonfarm jobs filled.

In most of the Southern States and in Delaware, the District of Columbia, and Hawaii, nonwhite persons were placed in approximately one-half to seven-eighths of all nonagricultural jobs. For Delaware and the District of Columbia, the high proportion was due to the large number of nonwhite women placed, mainly in domestic-service jobs, while in the Southern States and Hawaii it was due to the large number of nonwhite men placed. In 14 States, mainly in the Eastern industrialized areas of the country, most of the nonwhite placements were of women.

Active file.—The number of different individuals with work applications in the active file of public employment offices as of July 17 totaled more than 3 million (table 4). This count is not comparable with figures for previous months, since a new procedure has been instituted requiring that the file be cleared of inactive registrations at least every 60 days.

⁷ Alaska, Hawaii, Idaho, Kansas, Kentucky, Montana, Nebraska, Nevada, New Mexico, North Carolina, South Dakota, Texas, Washington, and Wyoming.

⁸ Indiana, Kentucky, Maryland, Mississippi, Ohio, and West Virginia.

Applications for work filed with public employment offices during July dropped 10 percent below the previous month's total to 1.7 million. New applications fell off by 125,000, or 12 percent, to a total of 940,000.⁹ Except for June, however, this total was greater than that in any month since

⁹ Excludes Hawaii; data not reported.

Table 4.—Total applications received and active file of applications in public employment offices, by State, July 1942

[Corrected to Aug. 20, 1942]

| Social Security Board region and State | Total applications received, July 1942 | Active file as of July 17, 1942 ¹ |
|--|--|--|
| Total ² | 1,653,639 | ³ 3,254,260 |
| Region I: | | |
| Connecticut | 25,444 | 23,833 |
| Maine | 12,263 | 16,442 |
| Massachusetts | 58,534 | 113,819 |
| New Hampshire | 5,478 | 9,082 |
| Rhode Island | 9,140 | 24,634 |
| Vermont | 1,793 | 2,821 |
| Region II: | | |
| New York | 185,380 | 470,686 |
| Region III: | | |
| Delaware | 3,445 | 8,774 |
| New Jersey | 52,462 | 115,000 |
| Pennsylvania | 124,252 | 237,554 |
| Region IV: | | |
| District of Columbia | 9,967 | 13,373 |
| Maryland | 25,652 | 36,263 |
| North Carolina | 27,228 | 49,663 |
| Virginia | 20,328 | 36,178 |
| West Virginia | 14,170 | 47,124 |
| Region V: | | |
| Kentucky | 23,662 | 54,821 |
| Michigan | 73,713 | 134,964 |
| Ohio | 94,739 | 188,242 |
| Region VI: | | |
| Illinois | 117,715 | 222,914 |
| Indiana | 43,362 | 103,041 |
| Wisconsin | 29,589 | 58,713 |
| Region VII: | | |
| Alabama | 24,452 | 52,100 |
| Florida | 27,846 | 58,835 |
| Georgia | 31,478 | 82,372 |
| Mississippi | 22,638 | 52,212 |
| South Carolina | 16,086 | 29,445 |
| Tennessee | 18,292 | 52,046 |
| Region VIII: | | |
| Iowa | 17,628 | 33,209 |
| Minnesota | 24,840 | 61,320 |
| Nebraska | 17,636 | 17,240 |
| North Dakota | 4,595 | 6,206 |
| South Dakota | 4,076 | 5,999 |
| Region IX: | | |
| Arkansas | 41,859 | 44,287 |
| Kansas ⁴ | 11,118 | 26,741 |
| Missouri ⁴ | 54,019 | 169,900 |
| Oklahoma | 21,690 | 54,246 |
| Region X: | | |
| Louisiana | 20,418 | 43,951 |
| New Mexico | 6,939 | 10,973 |
| Texas | 92,057 | 168,506 |
| Region XI: | | |
| Arizona | 6,487 | 12,673 |
| Colorado | 15,438 | 17,855 |
| Idaho | 8,768 | 2,830 |
| Montana | 3,948 | 3,665 |
| Utah | 10,822 | 10,283 |
| Wyoming | 4,707 | 2,430 |
| Region XII: | | |
| California | 143,983 | 215,306 |
| Nevada | 2,496 | 1,176 |
| Oregon | 17,077 | 30,146 |
| Washington | 22,907 | 30,100 |
| Territories: | | |
| Alaska | 1,023 | |
| Hawaii | | |

¹ Data not comparable with previous months, because States are instituting procedure requiring maximum 60-day validity period for all registrants.

² Excludes Hawaii; data not reported.

³ Excludes Alaska and Hawaii; data not reported.

⁴ Beginning Feb. 16, data for Kansas City, Kans., included with Kansas City, Mo.

January 1938 and reflected a large volume of new entrants into the labor market, especially women and students.

Vocational Training Activities

Referrals to pre-employment training reached a new high in June when the USES sent approximately 100,000 persons to public-school vocational classes and to NYA work projects (table 5). Referrals to the schools increased from 75,000 in May to 83,100, and referrals to youth work defense projects rose 59 percent to 16,000. Placements of trainees totaled 50,100, slightly more than in May.

As in previous months, far more persons were referred to pre-employment training by the USES in California than in any other State. New York, Michigan, Ohio, Texas, and Pennsylvania ranked next, and with California accounted for 47 percent of all such referrals to training classes. Pennsylvania, with a decline of 1,300, showed the greatest drop in referrals. In many localities it is becoming increasingly difficult to induce persons to enroll in training classes, since untrained workers can get jobs in war plants.

All new enrollments in pre-employment courses, as reported by the U. S. Office of Education, numbered 124,000, approximately 18 percent higher than the previous peak of 105,000 reached in April. The 99,200 USES referrals accounted for about four-fifths of all referrals to training classes, about the same proportion as during the

preceding 2 months but well above the level of Employment Service participation during the winter.

There were 50,100 trainee placements reported for the month, some 1,800 below the April peak. Those reported by the USES increased over May by 580 to reach a new peak of 21,700, but those reported by cooperating agencies dropped slightly, to 28,400. As in previous months, placements were greatest in several of the States which reported large numbers of referrals to training. California again placed more than twice as many trainees as any other State. New York ranked second with 4,100, and in Michigan, Texas, Massachusetts, Oregon, and Wisconsin more than 2,000 trainees are known to have found jobs. These seven States, which made 42 percent of the referrals to training in June, accounted for 48 percent of the total trainee placements made by the USES and cooperating agencies.

Machine-shop classes, which supply workers to the aircraft, shipbuilding, ordnance, and other war industries, are absorbing an increasing proportion of the trainees selected by public employment offices. More than 26,700 workers were referred to such courses in June, compared with 22,300 in May. Michigan, Ohio, California, Illinois, and Massachusetts reported 42 percent of all referrals to machine-shop classes. Referrals to aviation courses increased by 1,900. New York, California, Tennessee, and Missouri accounted for 55 percent of all referrals to these courses.

Referrals to shipbuilding courses, on the other hand, dropped from 7,600 to 5,200. More than 90 percent of this decline occurred in the West Coast States, probably because shipbuilding firms there are expanding so rapidly that a general labor shortage has occurred in several shipbuilding centers and workers without any previous training are frequently hired. Despite this situation, 69 percent of the referrals to shipbuilding and boatbuilding classes were concentrated in California, Oregon, and Washington.

Referrals of nonwhite workers continued to rise and numbered 5,400, or 5.5 percent of the total June referrals, compared with 4,400, or 5.2 percent of the total in May. California, Ohio, Maryland, Illinois, and Michigan were responsible for more than half of these referrals. Though the greatest numbers of nonwhite referrals were reported by California and Ohio, the 434 in Maryland repre-

Table 5.—Public employment office referrals to pre-employment and refresher defense training courses, placements on NYA defense projects, and jobs found by trainees, June 1942¹

| Item | Number |
|--|--------|
| Referrals to training courses and placements on NYA defense projects, total..... | 99,151 |
| Nonwhite..... | 5,433 |
| White..... | 93,718 |
| Placements on NYA defense projects..... | 16,012 |
| Referrals to training courses..... | 83,139 |
| Aviation services..... | 16,766 |
| Machine shop..... | 26,741 |
| Sheet-metal work..... | 4,572 |
| Shipbuilding and boatbuilding..... | 5,244 |
| Welding..... | 17,407 |
| All other..... | 12,409 |
| Jobs found by trainees, total ² | 50,058 |
| Placements by public employment offices..... | 21,682 |
| Employment reported by cooperating agencies..... | 28,376 |

¹ Excludes Alaska and Hawaii.

² Represents jobs found by all trainees, regardless of agency which originally referred worker to training.

sented the largest proportion—nearly one-third—of such referrals in any one State. An example of the upward trend is to be found in Georgia, where 31 nonwhite persons were sent to training by the USES in June, compared with only 1 in May. However, the participation of the nonwhite group in war-industry training is not yet equivalent to their proportion in the total population. Moreover, since white workers have been absorbed by war industries at a much more rapid rate than nonwhite workers, Negroes are an important part of the remaining labor reserve.

The participation of women in war training is increasing more rapidly than is the case with the Negro group. At the end of June, 35,500 women made up 18.5 percent of all pre-employment trainees, according to the Office of Education. Almost half the women trainees were in aviation courses, and another 26 percent in machine-shop training. Geographically, they tended to concentrate in industrial States with large war contracts. California, New York, Pennsylvania, Ohio, Michigan, and Indiana accounted for half the women who entered training.

Insurance Activities

Unemployed workers received \$32.6 million during July as compensation for the loss of 2.6 million man-weeks of employment; these figures were, respectively, 7.9 and 7.7 percent above June levels. A sharp rise in benefit payments in New York, following the beginning of a new benefit year in June, was chiefly responsible for the increases. The 3.2 million continued claims, marking both

Chart 2.—Number of initial claims received in local offices, by month, July 1939–July 1942

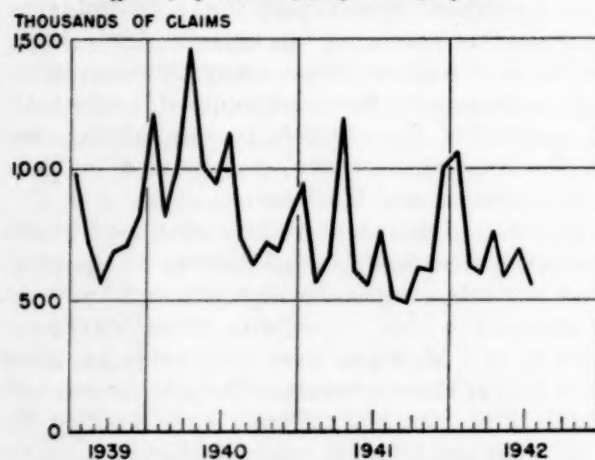
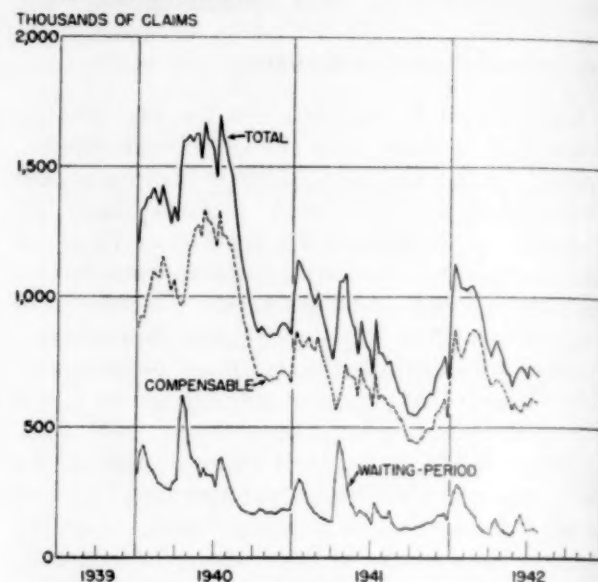


Chart 3.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–July 1942¹



¹ Comparable data not available prior to January 1940.

compensable and waiting-period weeks of unemployment, however, were only 1.5 percent more numerous than in June and were 12 percent fewer than in July 1941. Benefit payments, on the other hand, were 11 percent greater than last July, as the result of higher base-period earnings and liberalized benefit provisions in a number of States. Disbursements for the first 7 months of 1942—\$255 million—were 13 percent greater than for the corresponding period last year.

Approximately 863,000 different individuals received at least one benefit payment during July, a slight decline from the preceding month. Of the 2.8 million persons unemployed in July, as reported by the WPA, it is estimated that 21 percent¹⁰ drew unemployment benefits, as compared with 20 percent in June.

Claims and payments.—Initial-claim receipts, after rising sharply in June as a result of the beginning of the new benefit year in New York, dropped 19 percent during July to a total of 557,000—the smallest total for any month this year. Moreover, initial claims were one-fourth fewer than in the same month last year and less than half the total for July 1940.

¹⁰ Obtained by dividing the WPA count of unemployment for July (taken during the week of July 5–11) into the average weekly number of benefit recipients during the month.

Twenty-eight States, including most of the important industrial areas of the country, reported a drop from the June level of initial-claim receipts (table 6). In 8 of the States, the declines were more than 25 percent. In most of the States with increases, the rise was probably due to the

initiation of new benefit years by many claimants in July, when an additional quarter of earnings became available for use in determining eligibility for benefits. In a few of them, however, the rise resulted primarily from new lay-offs necessitated by material shortages and further conversion of

Table 6.—Number of initial and continued claims received in local offices, by State, July 1942

[Data reported by State agencies, corrected to Aug. 20, 1942]

| Social Security Board region and State | Initial claims | | | | Continued claims | | | | |
|--|----------------|----------------------------------|-------------------|--|------------------|-------------------------|-------------------|------------|--|
| | July 1942 | | January-July 1942 | | July 1942 | | January-July 1942 | | |
| | Number | Percentage change from June 1942 | Number | Percentage change from January-July 1941 | Number | Percentage change from— | | Number | Percentage change from January-July 1941 |
| | | | | | | June 1942 | July 1941 | | |
| Total..... | 557,349 | -19.0 | 1,861,976 | -8.2 | 3,207,138 | +1.5 | -11.5 | 25,512,258 | -9.2 |
| Region I: | | | | | | | | | |
| Connecticut..... | 8,754 | -18.8 | 67,831 | +12.2 | 42,217 | +4.6 | +08.0 | 244,318 | +11.5 |
| Maine..... | 1,877 | -42.1 | 27,439 | -29.4 | 15,298 | -15.5 | -0.7 | 126,862 | -31.1 |
| Massachusetts..... | 23,342 | -15.5 | 201,871 | -20.4 | 140,712 | -11.3 | -31.7 | 983,316 | -30.9 |
| New Hampshire..... | 1,804 | -32.3 | 18,100 | +3.4 | 8,194 | -39.3 | -19.7 | 85,311 | -29.2 |
| Rhode Island..... | 6,710 | -13.1 | 69,897 | +8.3 | 58,335 | -2.0 | +56.6 | 333,343 | +19.6 |
| Vermont..... | 413 | -9.0 | 6,256 | -26.2 | 2,270 | -9.0 | -7.6 | 33,317 | -38.3 |
| Region II: | | | | | | | | | |
| New York..... | 141,296 | -50.2 | 1,068,065 | -4.0 | 853,645 | +27.6 | -4.3 | 3,839,273 | -27.9 |
| Region III: | | | | | | | | | |
| Delaware..... | 927 | +3.7 | 11,097 | -8.2 | 4,685 | +6.5 | +16.8 | 55,440 | +7.7 |
| New Jersey..... | 34,282 | -4.9 | 252,679 | +6.8 | 164,576 | +5.3 | +11.2 | 1,227,290 | +14.7 |
| Pennsylvania..... | 21,378 | -4.6 | 186,809 | -38.1 | 148,281 | -4.6 | -42.3 | 1,415,662 | -41.7 |
| Region IV: | | | | | | | | | |
| District of Columbia..... | 1,036 | +7.2 | 9,570 | -37.2 | 8,741 | +1.1 | -43.1 | 83,059 | -42.9 |
| Maryland..... | 4,111 | -11.9 | 49,785 | -18.6 | 41,585 | -2.1 | -26.7 | 296,052 | -20.1 |
| North Carolina..... | 13,749 | +99.1 | 72,211 | -12.0 | 47,053 | +28.0 | -31.4 | 370,443 | -17.7 |
| Virginia..... | 3,570 | -8.5 | 35,176 | -32.7 | 45,768 | -5.9 | -9.6 | 263,113 | -18.4 |
| West Virginia..... | 5,833 | +26.0 | 40,980 | -65.4 | 48,296 | +30.9 | +12.9 | 230,467 | -45.1 |
| Region V: | | | | | | | | | |
| Kentucky..... | 4,202 | +5.8 | 50,860 | -2.3 | 28,345 | +65.8 | +33.8 | 157,513 | +5.1 |
| Michigan..... | 35,473 | +4.5 | 349,535 | +28.3 | 158,497 | -11.6 | +8.2 | 2,345,133 | +210.1 |
| Ohio..... | 16,238 | +5.5 | 156,607 | -14.2 | 123,483 | -1.1 | +4.9 | 1,232,281 | -1.1 |
| Region VI: | | | | | | | | | |
| Illinois..... | 70,262 | -7.9 | 553,464 | +12.0 | 409,801 | -1.9 | +56.0 | 2,167,928 | +14.4 |
| Indiana..... | 9,144 | +3.2 | 96,100 | +45.4 | 59,942 | -13.5 | +30.6 | 755,703 | +80.8 |
| Wisconsin..... | 4,272 | -27.6 | 57,467 | -4.2 | 27,301 | -21.4 | -17.6 | 362,576 | +42.5 |
| Region VII: | | | | | | | | | |
| Alabama..... | 9,007 | +65.4 | 49,109 | -21.3 | 44,058 | +22.8 | -15.1 | 303,195 | -26.6 |
| Florida..... | 11,664 | +60.2 | 64,241 | -16.3 | 52,582 | +14.9 | -42.0 | 366,242 | -4.4 |
| Georgia..... | 6,616 | +24.1 | 50,523 | -11.0 | 53,845 | +3.9 | +8.0 | 457,143 | +34.6 |
| Mississippi..... | 2,903 | +3 | 36,121 | +2 | 12,477 | -29.3 | -44.4 | 193,724 | +3.2 |
| South Carolina..... | 5,617 | +40.4 | 41,421 | +5.0 | 21,331 | +4.5 | -23.3 | 221,923 | +22.2 |
| Tennessee..... | 9,132 | +31.2 | 68,225 | +8.9 | 61,213 | -9.1 | -9.5 | 559,018 | +14.7 |
| Region VIII: | | | | | | | | | |
| Iowa..... | 2,812 | -6.1 | 46,297 | -9.5 | 15,848 | -22.4 | -33.3 | 259,713 | -22.6 |
| Minnesota..... | 6,490 | +2 | 82,443 | -13.4 | 29,803 | -21.1 | -23.5 | 501,431 | -21.2 |
| Nebraska..... | 988 | +2.1 | 18,287 | -12.6 | 4,489 | -4.7 | -44.1 | 106,859 | -21.3 |
| North Dakota..... | 206 | -21.4 | 6,195 | -22.4 | 1,646 | -24.9 | -46.2 | 41,650 | -29.3 |
| South Dakota..... | 99 | -42.1 | 4,566 | -24.0 | 1,281 | -43.1 | -67.7 | 28,296 | -38.8 |
| Region IX: | | | | | | | | | |
| Arkansas..... | 6,694 | +164.0 | 27,315 | -46.3 | 11,477 | +49.9 | -59.1 | 107,057 | -64.6 |
| Kansas..... | 2,287 | -8.4 | 33,298 | +1.1 | 11,282 | -26.6 | -34.1 | 186,865 | +2.3 |
| Missouri..... | 12,266 | +33.0 | 97,686 | +11.3 | 70,894 | -11.1 | +11.0 | 668,681 | +22.6 |
| Oklahoma..... | 3,871 | +12.9 | 45,320 | -15.0 | 22,811 | -20.0 | -3.4 | 244,453 | -4.9 |
| Region X: | | | | | | | | | |
| Louisiana..... | 11,242 | +40.7 | 80,167 | -8.3 | 51,049 | -11.3 | -49.4 | 528,179 | -5.3 |
| New Mexico..... | 424 | -11.3 | 8,818 | -8.9 | 2,987 | -32.8 | -58.4 | 60,650 | -27.0 |
| Texas..... | 10,146 | -4.2 | 114,538 | -25.4 | 52,040 | -18.4 | -49.5 | 598,361 | -24.6 |
| Region XI: | | | | | | | | | |
| Arizona..... | 937 | -5.4 | 12,652 | -9.6 | 3,577 | -8.0 | -56.9 | 42,038 | -37.7 |
| Colorado..... | 1,064 | +1.0 | 17,683 | -31.7 | 8,742 | -14.0 | -53.3 | 93,495 | -55.8 |
| Idaho..... | 655 | +96.1 | 13,026 | -29.7 | 2,132 | -14.2 | -70.3 | 82,684 | -41.8 |
| Montana..... | 469 | -5.1 | 11,943 | -35.1 | 4,772 | -31.1 | -67.6 | 129,799 | -45.1 |
| Utah..... | 1,374 | +98.3 | 11,453 | -26.7 | 3,516 | -1.6 | -61.0 | 69,282 | -16.8 |
| Wyoming..... | 218 | -20.7 | 5,602 | -47.3 | 813 | -27.3 | -72.8 | 34,653 | -38.7 |
| Region XII: | | | | | | | | | |
| California..... | 37,968 | -6 | 425,122 | -8.1 | 210,429 | -16.2 | -33.4 | 2,533,599 | -14.9 |
| Nevada..... | 182 | -1.1 | 3,624 | -38.9 | 1,016 | -18.3 | -74.3 | 25,149 | -58.8 |
| Oregon..... | 805 | -51.9 | 34,763 | -22.3 | 4,622 | -27.6 | -74.8 | 167,877 | -35.6 |
| Washington..... | 2,473 | -29.8 | 66,928 | -45.3 | 7,925 | -30.0 | -73.8 | 257,177 | -42.9 |
| Territories: | | | | | | | | | |
| Alaska..... | 5 | (¹) | 418 | -67.7 | 506 | -43.8 | -73.2 | 15,849 | -41.1 |
| Hawaii..... | 62 | -61.7 | 2,393 | -21.0 | 950 | -53.7 | +4.2 | 18,546 | -14.8 |

¹ Excludes Alaska for June; data not reported.

² Excludes claims for partial unemployment.

³ Not computed, because less than 50 initial claims were reported in 1 or both periods.

plants to war production. Sharp increases—of 60 percent or more—occurred in Arkansas and Utah, where new uniform benefit years began in July, and in Alabama, Florida, Idaho, and North Carolina. Only 6 States received more initial claims this July than last, and in each of them the higher level resulted from war dislocations. Declines from last year of as much as 40–82 percent were reported by 25 States, including all those in the Rocky Mountain area, where employment has expanded greatly. Compared with July 1940, initial-claim receipts declined in every State.

Although for the Nation as a whole benefit payments increased from June to July, most of the States reported declines (table 7). In addition to New York, only 12 States had greater benefit outlays, and in 3 of these—Georgia, Massachusetts, and Rhode Island—the estimated number of different recipients declined. While most of the increases in disbursements occurred in eastern seaboard States, all the States west of the Mississippi, except Arkansas, reported declines, in most cases of 20 percent or more. Disbursements were greater than in July 1941 in 20 States, but in only 3 of them—Connecticut, Missouri, New Jersey—were they greater than in July 1940. Declines in payments, of more than 50 percent as compared with July 1941, occurred in nearly all the Rocky Mountain and Pacific Coast States as well as in Arkansas and South Dakota; in Wyoming, where payments amounted to less than \$6,000, the drop was 79 percent. For the first time since January,

Chart 4.—Amount of unemployment benefits paid, by type of unemployment, by month, July 1939–July 1942

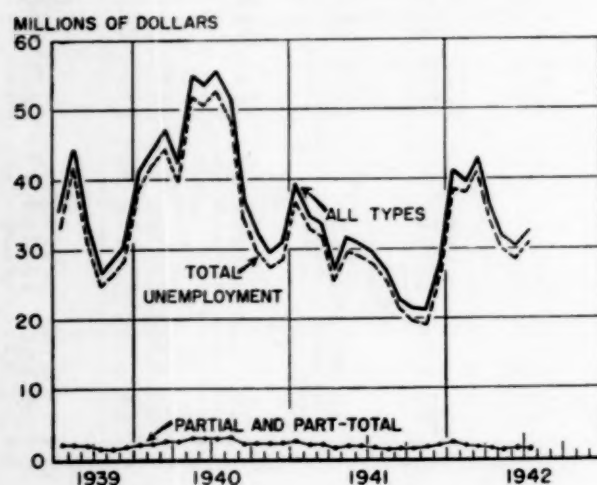
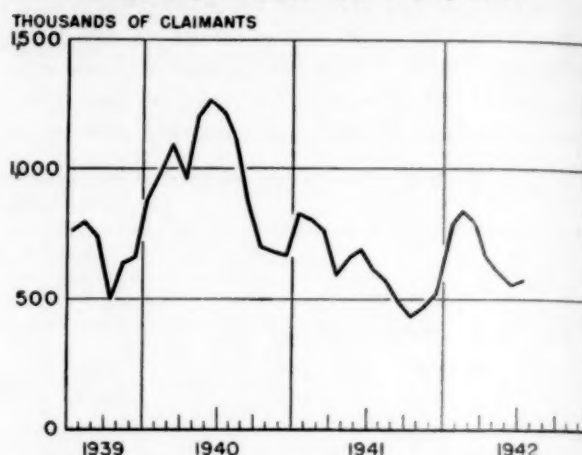


Chart 5.—Average weekly number of claimants drawing benefits, by month, July 1939–July 1942¹



¹ Data for 1939 represent number of recipients during midweek of month.

disbursements in New York (\$9.2 million) topped those of any other State. They were almost double the total in Illinois, the State with the next largest amount. These two States, with California and Michigan, accounted for almost three-fifths of all benefit payments, somewhat more than in preceding months of 1942.

Weeks compensated for partial unemployment in the 47 States¹¹ reporting these data rose 2.0 percent above the June level, although the number of weeks of all types of unemployment compensated in these States declined 8.1 percent. As a result, partial unemployment was of greater relative importance than in any month since January, but it accounted for approximately the same proportion of all weeks compensated as in July of last year. Although in the 47 States as a whole, partial unemployment constituted 7.5 percent of all weeks compensated, the proportion was 27 percent in Delaware, primarily because of curtailed activity in the apparel industry, and 25 percent in West Virginia, where there was considerable partial unemployment among bituminous-coal miners.

The number of first payments issued during July to claimants starting new benefit years dropped 11 percent below the June level, to 280,000.¹² This decline was attributable primarily to a sharp drop in New York, which had a considerable increase in first payments in June as the new uniform benefit year began. Although

¹¹ Excludes Montana, New York, Pennsylvania, and Rhode Island.

¹² Excludes Indiana and Wisconsin.

first payments were somewhat more numerous than in July 1941, they were two-fifths fewer than in July 1940.

The 72,000 individuals exhausting rights to further payments in their current benefit year were 21 percent fewer in July than in June. This

Table 7.—Number of benefit recipients, number of weeks compensated, and amount of benefits paid, by State, July 1942

[Data reported by State agencies, corrected to Aug. 20, 1942]

| Social Security Board region and State | Benefit recipients | | Weeks compensated for— | | | | Benefits paid ¹ | | | | | |
|---|-----------------------------|--|------------------------|----------------------------|-------------------------|-----------|----------------------------|---|----------------------------|--------------|-----------------------------|----------------------|
| | Average weekly number | Esti- mated number of different indi- viduals during month | All unemployment | | Total unemploy- ment | | Amount ² | Percent- age change from June 1942 | Type of unemployment | | | |
| | | | Number | Percentage change from— | | Number | | | Percent of all weeks | Total | Part- total ³ | Partial ³ |
| | | | | June 1942 | July 1941 | | | | | | | |
| Total..... | 574,867 | 863,000 | 2,618,500 | +7.6 | -4.7 | 2,420,786 | 92.4 | \$32,625,149 | +7.9 | \$30,983,818 | \$525,405 | \$1,063,818 |
| Region I: | | | | | | | | | | | | |
| Connecticut..... | 8,494 | 13,400 | 35,894 | +18.4 | +152.0 | 32,978 | 91.9 | 455,037 | +17.3 | 430,823 | 173 | 23,307 |
| Maine..... | 3,002 | 4,100 | 13,348 | -10.0 | -11.4 | 11,244 | 84.2 | 124,516 | -7.0 | 107,368 | 3,168 | 13,980 |
| Massachusetts..... | 29,118 | 41,900 | 142,945 | +19.5 | -19.7 | 135,294 | 94.6 | 1,551,939 | +21.7 | 1,507,329 | 5,550 | 37,737 |
| New Hampshire..... | 1,610 | 2,300 | 6,955 | -33.8 | -24.6 | 6,111 | 88.1 | 62,257 | -31.6 | 57,847 | 279 | 4,131 |
| Rhode Island..... | 11,254 | 14,900 | 53,874 | -3.3 | +61.4 | 50,415 | 93.6 | 675,710 | (⁴) | 650,103 | (⁴) | (⁴) |
| Vermont..... | 408 | 600 | 1,908 | -2.8 | -2.2 | 1,762 | 92.3 | 18,220 | -3.4 | 17,388 | 235 | 551 |
| Region II: | | | | | | | | | | | | |
| New York..... | 147,285 | 244,500 | 679,238 | +95.0 | -7.5 | 679,238 | 100.0 | 9,170,579 | +95.1 | 9,170,579 | (⁴) | (⁴) |
| Region III: | | | | | | | | | | | | |
| Delaware..... | 960 | 1,600 | 4,326 | +6.1 | +26.1 | 3,101 | 71.7 | 40,050 | +5.7 | 31,502 | 418 | 8,119 |
| New Jersey..... | 27,498 | 42,900 | 121,266 | -4.3 | +17.4 | 103,171 | 85.1 | 1,571,430 | -4.1 | 1,432,002 | 2,783 | 135,627 |
| Pennsylvania..... | 22,109 | 36,000 | 108,733 | +14.4 | -23.6 | 108,733 | 100.0 | 1,308,288 | +16.6 | 1,308,288 | (⁴) | (⁴) |
| Region IV: | | | | | | | | | | | | |
| District of Colum- bia..... | 1,552 | 2,200 | 7,089 | +4.2 | -41.0 | 6,767 | 95.5 | 93,006 | +4.5 | 89,147 | 3,059 | 644 |
| Maryland..... | 7,872 | 11,700 | 35,411 | -3.7 | -28.3 | 28,437 | 80.3 | 437,684 | -3.4 | 381,216 | 976 | 55,168 |
| North Carolina..... | 7,318 | 11,800 | 33,887 | +3.2 | -31.9 | 30,971 | 91.4 | 228,759 | +5.8 | 218,671 | 1,209 | 8,806 |
| Virginia..... | 9,381 | 11,900 | 41,257 | -6.2 | -8.2 | 39,356 | 95.4 | 386,804 | -3.7 | 375,588 | 6,016 | 5,113 |
| West Virginia..... | 6,848 | 11,900 | 31,414 | +43.2 | -18.9 | 23,527 | 74.9 | 330,851 | +17.8 | 238,248 | 0 | 92,603 |
| Region V: | | | | | | | | | | | | |
| Kentucky..... | 6,383 | 8,800 | 28,184 | -3.6 | -25.8 | 25,896 | 91.9 | 226,960 | -4.4 | 215,179 | 7,808 | 3,408 |
| Michigan..... | 26,582 | 46,300 | 131,958 | -25.5 | +69.7 | 125,385 | 95.0 | 2,190,510 | -24.4 | 2,123,109 | 30,190 | 37,211 |
| Ohio..... | 21,694 | 29,300 | 92,998 | -7.8 | +19.0 | 81,427 | 87.6 | 1,099,102 | -9.6 | 1,013,457 | 19,279 | 66,116 |
| Region VI: | | | | | | | | | | | | |
| Illinois..... | 82,460 | 113,000 | 374,408 | -8.8 | +60.7 | 318,741 | 85.1 | 5,053,968 | -2.6 | 4,545,323 | 183,375 | 312,553 |
| Indiana..... | 11,547 | 16,900 | 52,048 | -14.9 | +66.3 | 46,415 | 89.2 | 621,723 | -14.2 | 564,298 | 18,639 | 18,679 |
| Wisconsin..... | 5,172 | 7,500 | 22,803 | -16.5 | +32.0 | 19,608 | 86.0 | 280,051 | -18.9 | 251,610 | 11,764 | 16,677 |
| Region VII: | | | | | | | | | | | | |
| Alabama..... | 6,574 | 9,000 | 31,168 | +15.0 | -18.5 | 29,518 | 94.7 | 288,328 | +17.5 | 276,482 | 9,041 | 2,064 |
| Florida..... | 9,324 | 14,600 | 41,814 | +3.3 | -27.7 | 37,513 | 89.7 | 414,370 | +3.3 | 388,080 | 18,500 | 7,781 |
| Georgia..... | 8,828 | 12,000 | 39,930 | +2.2 | +17.0 | 38,143 | 95.5 | 352,805 | +2.4 | 340,934 | 5,253 | 6,543 |
| Mississippi..... | 2,278 | 3,200 | 9,971 | -32.8 | -45.7 | 9,023 | 90.5 | 88,229 | -34.7 | 82,576 | 2,422 | 3,213 |
| South Carolina..... | 3,624 | 5,200 | 16,691 | -3.7 | -8.7 | 15,612 | 93.5 | 134,855 | -4.1 | 129,675 | 3,020 | 2,198 |
| Tennessee..... | 10,573 | 14,600 | 48,601 | -2.9 | +7.7 | 46,394 | 95.5 | 451,399 | -3.8 | 437,102 | 9,477 | 4,820 |
| Region VIII: | | | | | | | | | | | | |
| Iowa..... | 2,758 | 4,200 | 11,684 | -28.3 | -30.9 | 9,805 | 83.9 | 113,312 | -30.9 | 101,063 | 5,115 | 6,532 |
| Minnesota..... | 5,594 | 7,800 | 24,928 | -21.6 | -22.3 | 21,563 | 86.5 | 298,814 | -21.7 | 270,774 | 11,190 | 16,835 |
| Nebraska..... | 744 | 1,100 | 3,555 | -9.4 | -43.4 | 3,230 | 90.9 | 33,459 | -11.7 | 31,155 | 1,222 | 1,082 |
| North Dakota..... | 320 | 400 | 1,434 | -22.4 | -43.5 | 1,212 | 84.5 | 14,357 | -21.7 | 12,565 | 677 | 1,125 |
| South Dakota..... | 261 | 300 | 1,069 | -45.5 | -69.5 | 937 | 87.7 | 9,175 | -43.4 | 8,403 | 468 | 300 |
| Region IX: | | | | | | | | | | | | |
| Arkansas..... | 1,344 | 4,500 | 7,695 | +9.9 | -55.9 | 7,426 | 96.5 | 61,700 | +17.9 | 60,093 | 939 | 668 |
| Kansas..... | 2,096 | 2,900 | 9,210 | -28.0 | -29.6 | 8,475 | 92.0 | 94,293 | -28.5 | 88,922 | 3,793 | 1,578 |
| Missouri..... | 11,822 | 17,000 | 52,277 | -16.8 | +49.3 | 48,000 | 91.8 | 607,655 | -18.0 | 579,276 | 6,946 | 21,072 |
| Oklahoma..... | 4,372 | 5,900 | 19,292 | -27.5 | +7.4 | 17,411 | 90.2 | 226,251 | -27.8 | 209,883 | 14,293 | 2,075 |
| Region X: | | | | | | | | | | | | |
| Louisiana..... | 8,455 | 12,000 | 37,144 | -19.0 | -38.5 | 34,976 | 94.2 | 353,755 | -18.2 | 337,861 | 5,532 | 9,951 |
| New Mexico..... | 589 | 800 | 2,612 | -30.7 | -52.4 | 2,491 | 95.4 | 24,751 | -30.0 | 23,783 | 867 | 93 |
| Texas..... | 7,936 | 11,400 | 35,424 | -22.6 | -41.2 | 31,886 | 90.0 | 299,479 | -23.7 | 279,816 | 18,063 | 823 |
| Region XI: | | | | | | | | | | | | |
| Arizona..... | 585 | 900 | 2,594 | -6.5 | -60.1 | 2,507 | 96.6 | 29,559 | -8.0 | 28,869 | 690 | 0 |
| Colorado..... | 1,616 | 2,000 | 7,163 | -14.2 | -56.1 | 6,544 | 91.4 | 73,062 | -16.4 | 68,042 | 1,581 | 3,079 |
| Idaho..... | 272 | 400 | 1,144 | -51.6 | -73.9 | 1,080 | 94.4 | 11,394 | -55.3 | 10,897 | 497 | 0 |
| Montana..... | 831 | 1,100 | 3,545 | -43.1 | -69.1 | 3,545 | 100.0 | 36,685 | -44.3 | 36,685 | (⁴) | (⁴) |
| Utah..... | 475 | 600 | 2,459 | -30.1 | -55.2 | 2,279 | 92.7 | 34,198 | -29.2 | 32,063 | 1,698 | 417 |
| Wyoming..... | 128 | 200 | 573 | -24.8 | -76.4 | 429 | 74.9 | 5,961 | -26.0 | 4,857 | 245 | 859 |
| Region XII: | | | | | | | | | | | | |
| California..... | 42,050 | 53,100 | 174,326 | -21.5 | -34.8 | 152,488 | 87.5 | 2,498,835 | -21.3 | 2,276,721 | 100,218 | 115,716 |
| Nevada..... | 185 | 200 | 785 | -24.9 | -74.6 | 737 | 93.9 | 10,063 | -23.8 | 9,626 | 290 | 147 |
| Oregon..... | 922 | 1,500 | 3,687 | -27.6 | -74.4 | 2,732 | 74.1 | 44,148 | -27.6 | 35,665 | 3,072 | 4,938 |
| Washington..... | 1,505 | 2,400 | 6,680 | -26.6 | -69.3 | 5,270 | 78.9 | 72,293 | -27.3 | 59,279 | 3,936 | 9,078 |
| Territories: | | | | | | | | | | | | |
| Alaska..... | 78 | 100 | 331 | -43.6 | -76.6 | 314 | 94.9 | 4,538 | -43.9 | 4,336 | 202 | 0 |
| Hawaii..... | 181 | 200 | 790 | -56.0 | +4.2 | 669 | 84.7 | 9,982 | -40.5 | 9,347 | 129 | 506 |

¹ Not adjusted for voided benefit checks.

² Includes supplemental payments, not classified by type of unemployment.

³ Benefits for partial and part-total unemployment are not provided by State law in Montana, New York, and Pennsylvania.

⁴ Excludes Rhode Island; data not reported.

⁵ Increase of less than 0.05 percent.

decline was in marked contrast to increases of more than 50 percent for the same period of the past 2 years and reflected the change in the beginning date of the benefit year in New York. In the past 2 years increased exhaustions in New York were the chief factor causing the rise for the Nation as a whole; this year July exhaustions in New York dropped to zero. The national total of exhaustions was smaller than for any month on record and was less than half the number for July 1941. All but 9¹³ of the States shared in the decline from last year.

Status of funds.—Collections deposited in State clearing accounts during July—\$132 million—brought the total for the first 7 months of 1942 to \$674 million (table 8). Although this amount was 12 percent more than was deposited during the same months last year, the total for the first

¹³ Connecticut, Delaware, Florida, Michigan, Missouri, Rhode Island, South Carolina, Tennessee, and Vermont.

6 months of 1942 had been 20 percent greater than for the corresponding period of last year. The relative decline from June to July in the cumulative totals was due, in part, to a change in the collection procedure in New York which causes the bulk of collections in that State to fall in the second rather than in the first month of a quarter. In addition, experience-rating tax reductions in 16 States, effective for the first time on January 1942 pay rolls, were responsible for decreased collections, as compared with last year, in most of these States. Included in this group were 6¹⁴ of the 7 States in which January-July collections were smaller this year than last. Funds available for benefit payments at the end of July totaled more than \$2.9 billion, an increase over the previous month of 3.5 percent and 35 percent more than on July 31, 1941.

¹⁴ Delaware, Massachusetts, Michigan, Missouri, Ohio, Oklahoma; the seventh State was South Dakota.

Table 8.—Collections deposited in State clearing accounts, January-July 1942, and funds available for benefits as of July 31, 1942, by State

[Data reported by State agencies, corrected to Aug. 21, 1942]

| Social Security Board region and State | Collections deposited ¹ January-July 1942 | | Funds available for benefits ¹ as of July 31, 1942 | Social Security Board region and State | Collections deposited ¹ January-July 1942 | | Funds available for benefits ¹ as of July 31, 1942 |
|--|--|--|---|--|--|--|---|
| | Amount | Percentage change from January-July 1941 | | | Amount | Percentage change from January-July 1941 | |
| Total..... | \$673,606,650 | +11.6 | \$2,943,011,054 | Region VII—Continued. | | | |
| Region I: | | | | South Carolina..... | \$3,800,301 | +6.1 | \$19,034,119 |
| Connecticut..... | 17,881,586 | +11.3 | 80,783,739 | Tennessee..... | (²) | | (³) |
| Maine..... | 4,606,792 | +39.4 | 11,488,407 | Region VIII: | | | |
| Massachusetts..... | 23,329,285 | -7.0 | 125,068,239 | Iowa..... | 4,869,071 | +12.4 | 26,657,342 |
| New Hampshire..... | 3,299,992 | +51.0 | 10,977,140 | Minnesota..... | 7,189,465 | +25.0 | 31,211,299 |
| Rhode Island..... | 9,511,524 | +23.5 | 28,243,463 | Nebraska..... | 1,570,145 | +14.0 | 11,142,942 |
| Vermont..... | 1,301,203 | +13.1 | 5,696,755 | North Dakota..... | 537,631 | (²) | 2,652,883 |
| Region II: | | | | South Dakota..... | 417,113 | -19.5 | 3,943,801 |
| New York..... | 95,710,782 | +3.4 | 352,202,890 | Region IX: | | | |
| Region III: | | | | Arkansas..... | 3,611,620 | +75.5 | 11,455,905 |
| Delaware..... | 1,219,658 | -34.5 | 10,342,086 | Kansas..... | 4,173,706 | +11.8 | 20,008,977 |
| New Jersey..... | 41,239,810 | +17.7 | 212,117,373 | Missouri..... | 16,468,324 | -3 | 89,431,684 |
| Pennsylvania..... | 67,274,302 | +35.3 | 269,573,327 | Oklahoma..... | 3,731,735 | -7.3 | 23,036,224 |
| Region IV: | | | | Region X: | | | |
| District of Columbia..... | 4,911,929 | +36.2 | 29,029,597 | Louisiana..... | (²) | | (³) |
| Maryland..... | 14,718,507 | +31.0 | 45,890,294 | New Mexico..... | 1,035,945 | +3.9 | 3,977,152 |
| North Carolina..... | 12,845,247 | (²) | 44,851,673 | Texas..... | 10,378,339 | (²) | 74,251,397 |
| Virginia..... | 6,127,139 | +5.4 | 31,391,878 | Region XI: | | | |
| West Virginia..... | 6,170,714 | (²) | 33,116,343 | Arizona..... | 2,043,290 | +32.3 | 6,523,888 |
| Region V: | | | | Colorado..... | 3,067,311 | +4.7 | 15,723,249 |
| Kentucky..... | 7,582,105 | +13.6 | 47,183,842 | Idaho..... | 1,520,805 | +20.7 | 4,326,175 |
| Michigan..... | 42,375,974 | -12.5 | 132,983,603 | Montana..... | 2,212,012 | +29.7 | 7,098,323 |
| Ohio..... | 34,210,900 | -19.4 | 252,780,805 | Utah..... | 2,952,676 | +36.3 | 7,846,412 |
| Region VI: | | | | Wyoming..... | 872,027 | +6.7 | 3,380,436 |
| Illinois..... | 61,015,667 | +31.9 | 285,760,480 | Region XII: | | | |
| Indiana..... | 19,897,756 | +6.5 | 78,834,985 | California..... | 70,382,080 | +13.1 | 242,739,175 |
| Wisconsin..... | 7,956,302 | +23.2 | 74,600,718 | Nevada..... | 1,035,398 | +49.0 | 2,303,500 |
| Region VII: | | | | Oregon..... | 6,947,609 | +36.6 | 22,045,109 |
| Alabama..... | 7,953,125 | +23.7 | 32,009,628 | Washington..... | 15,785,754 | +69.5 | 45,361,234 |
| Florida..... | 5,367,810 | +1.1 | 17,374,524 | Territories: | | | |
| Georgia..... | 6,989,123 | +23.8 | 35,723,861 | Alaska..... | 588,410 | +77.1 | 2,316,704 |
| Mississippi..... | 3,180,771 | +33.5 | 7,854,910 | Hawaii..... | 1,737,880 | +25.1 | 10,656,546 |

¹ Represents contributions from employers, plus such penalties and interest as are available for benefits, and contributions from employees. Adjusted for refunds of contributions and for dishonored contribution checks. Current contribution rates, as a percent of taxable wages, are as follows: For employers, 2.7 percent in all States except Michigan, where rate is 3.0 percent; for employees, 1.5 percent in Rhode Island, and 1.0 percent in Alabama, California, and New Jersey. 34 States have adopted experience rating which modifies above rates. All States collect contributions either wholly or in part on quarterly basis.

² Represents sum of balances at end of month in State clearing account and benefit-payment account, and in State unemployment trust fund account maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

³ Excludes Louisiana and Tennessee; data not reported for July.

⁴ Based on data for 46 States. See footnotes 3 and 5.

⁵ Not computed, because contributions for the 2 periods compared relate to wages paid during different numbers of months.

⁶ Increase of less than 0.05 percent.

Railroad Unemployment Insurance*

More than 6,600 workers filed applications for certificate of benefit rights in July (table 1), a decline of 63 percent from the 18,100 applications received by the Board in July 1941. About 180 of the applications were filed by workers whose first registered unemployment in 1941-42 occurred in the closing days of the benefit year.

With the beginning of the new benefit year in July, all claimants had to obtain certificates of benefit rights, even though they may have had such certificates for the previous year. Approximately 4,000 railroad workers were receiving compensation for unemployment when the new benefit year began, and a large part of them probably applied for new certificates of benefit rights. Some of the 10,000 workers who exhausted their benefit rights in 1941-42 also applied, although they were not as numerous as such workers had been in previous years. As indicated by the excess of applications filed in the first half of the month over the second, this factor seems to have

been significant only in the New York, Chicago, and Kansas City regions.

Unemployment was, of course, much smaller this year than last because of the high level of maintenance work on railroads and the demand for workers by other industries. The smallest decline from last year in applications for certificate of benefit rights occurred in the New York region. For the country as a whole, approximately 5,200 certificates of benefit rights were issued in July 1942 and 200 were held not qualified, primarily because of insufficient income in the base year. Some 140 new benefit-year applications were held pending final adjudication, and 1,100 remained to be processed at the end of the month.

Unemployment insurance claims.—Claims filed in July declined moderately from the number filed in June. Declines occurred in all regions except New York, and they ranged from 8 percent for the Cleveland and Chicago regions to 42 percent for the Denver region. In New York, however, there was a 12-percent increase in claims. Reports to the Interstate Commerce Commission indicated that class I railroads had 20,000 more employees on their pay rolls in July than they had in June. This figure is, however, a net total, and 111 of the

* Prepared by the Office of the Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board. Data for July 1942 represent calendar months; previous reports related to the period of 4 or 5 weeks nearest to the calendar month, but figures for previous periods have been adjusted accordingly and are strictly comparable.

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights received, claims received and benefit payments certified, by specified period, 1940-42

[Corrected through July 1942]

| Period | Applica- tions | Claims | Benefit payments ¹ | | Applica- tions | Claims | Benefit payments ¹ | |
|--------------------------|-------------------|--------|-------------------------------|-----------|-------------------|--------|-------------------------------|-----------|
| | | | Number | Amount | | | Number | Amount |
| | 1942-43 | | | | 1941-42 | | | |
| July, total..... | 6,643 | 11,134 | 7,263 | \$149,456 | 17,812 | 28,267 | 20,211 | \$354,590 |
| July 1-15..... | 3,843 | 4,619 | 3,658 | 82,465 | 11,646 | 11,063 | 8,066 | 152,290 |
| July 16-31..... | 2,800 | 6,515 | 3,605 | 66,991 | 6,166 | 17,204 | 12,145 | 202,291 |
| July weekly average..... | 1,401 | 2,409 | 1,630 | 33,551 | 4,082 | 6,478 | 4,652 | 81,200 |
| | 1941-42 | | | | 1940-41 | | | |
| Weekly average: | | | | | | | | |
| July..... | 3,838 | 6,464 | 4,683 | 83,843 | 8,788 | 22,950 | 11,092 | 159,643 |
| August..... | 1,315 | 7,499 | 6,175 | 129,947 | 4,138 | 24,240 | 15,240 | 222,651 |
| September..... | 986 | 7,220 | 6,413 | 140,457 | 2,809 | 22,721 | 16,584 | 247,928 |
| October..... | 1,194 | 7,378 | 6,391 | 138,776 | 2,813 | 19,596 | 14,190 | 210,388 |
| November..... | 2,659 | 8,760 | 7,280 | 152,363 | 7,622 | 23,298 | 11,483 | 173,494 |
| December..... | 4,594 | 13,267 | 11,180 | 204,195 | 6,157 | 34,401 | 30,037 | 556,150 |
| January..... | 2,956 | 19,206 | 17,147 | 325,842 | 2,885 | 39,753 | 39,362 | 754,649 |
| February..... | 1,154 | 17,661 | 16,406 | 332,201 | 1,464 | 33,325 | 31,448 | 614,284 |
| March..... | 636 | 15,721 | 14,550 | 293,933 | 931 | 29,255 | 27,760 | 539,420 |
| April..... | 357 | 9,975 | 8,812 | 165,664 | 1,851 | 20,558 | 18,089 | 329,462 |
| May..... | 282 | 4,341 | 3,679 | 74,155 | 535 | 12,181 | 10,105 | 185,037 |
| June..... | 254 | 2,798 | 2,364 | 51,253 | 572 | 7,289 | 6,065 | 112,736 |

¹ Benefit payments in the upper part of table adjusted for underpayments and recovery of overpayments.

131 class I railroads reported decreases which totaled 5,700 among certain groups of employees. Many of these workers filed claims.

Approximately 11,100 claims were received, 7,500 were certified for payment, 134 claims were for waiting-period credit only, 1,300 were for registration periods with insufficient days of unemployment for the payment of benefits, 1,000 were pending, and nearly 3,300 other claims were received from workers who were not qualified for benefits or whose claims were held up because of the Board's move to Chicago and the opening of the new benefit year.

As in the case of applications for certificate of benefit rights, the number of claims in July was

affected by the return to the unemployment insurance rolls of workers who had exhausted their rights in the benefit year 1941-42. Such claims are filed at the end of the 2-week unemployment registration periods. This was the major influence in the increase of claims filed in the second half of July, which was approximately 40 percent higher than that in the first half. Compared to the number of claims for unemployment insurance in July 1941, the total for this July—the lowest monthly figure in the history of the Railroad Retirement Board—represents a decline of 63 percent.

Benefit certifications.—In July, 7,500 benefit payments amounting to \$154,000 were made to unemployed railroad workers. Recoveries of over-

Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days in benefit years 1941-42 and 1942-43, by specified period, July 1941-July 1942¹

[Corrected through July 1942]

| Type of certification and period | All certifications | | | | Certifications with 14 days of unemployment | | | Certifications with 8-13 days of unemployment | | | | Certifications with 5-7 days of unemployment | | | |
|--|--------------------|-------------------------|-----------------------|------------------------------------|---|-------------------------|-----------------------|---|-------------------------|-----------------------|------------------------------------|--|-------------------------|-----------------------|------------------------------------|
| | Number | Average benefit payment | Average daily benefit | Average number of compensable days | Percent of all certifications | Average benefit payment | Average daily benefit | Percent of all certifications | Average benefit payment | Average daily benefit | Average number of compensable days | Percent of all certifications | Average benefit payment | Average daily benefit | Average number of compensable days |
| 1941-42² | | | | | | | | | | | | | | | |
| Certifications for first registration period: ³ | | | | | | | | | | | | | | | |
| July 19-Aug. 1, 1941..... | 8,980 | \$15.94 | \$2.64 | 6.03 | 68.7 | \$18.48 | \$2.64 | 31.3 | \$10.34 | \$2.65 | 3.90 | | | | |
| Aug. 2-29..... | 5,877 | 14.24 | 2.55 | 5.57 | 60.4 | 17.92 | 2.56 | 39.6 | 8.65 | 2.53 | 3.42 | | | | |
| Aug. 30-Sept. 26..... | 3,465 | 14.45 | 2.58 | 5.60 | 58.3 | 17.99 | 2.57 | 41.7 | 9.50 | 2.61 | 3.64 | | | | |
| Sept. 27-Oct. 31..... | 4,149 | 14.48 | 2.54 | 5.69 | 61.9 | 17.92 | 2.56 | 38.1 | 8.91 | 2.51 | 3.55 | | | | |
| Nov. 1-28..... | 5,042 | 13.90 | 2.35 | 5.93 | 67.4 | 16.40 | 2.34 | 32.6 | 8.73 | 2.36 | 3.70 | | | | |
| Nov. 29, 1941-Jan. 2, 1942..... | 16,488 | 14.39 | 2.35 | 6.13 | 72.5 | 16.36 | 2.34 | 27.5 | 9.22 | 2.40 | 3.84 | | | | |
| Jan. 3-30..... | 15,512 | 14.06 | 2.57 | 5.47 | 61.3 | 17.57 | 2.51 | 38.7 | 8.51 | 2.79 | 3.05 | | | | |
| Jan. 31-Feb. 27..... | 6,183 | 14.56 | 2.51 | 5.80 | 63.1 | 17.36 | 2.48 | 36.9 | 9.78 | 2.62 | 3.74 | | | | |
| Feb. 28-Mar. 27..... | 3,016 | 15.29 | 2.68 | 5.71 | 61.2 | 18.90 | 2.70 | 38.8 | 9.57 | 2.60 | 3.68 | | | | |
| Mar. 28-May 1..... | 2,048 | 16.33 | 2.82 | 5.79 | 60.6 | 19.81 | 2.83 | 39.4 | 10.94 | 2.79 | 3.92 | | | | |
| May 2-29..... | 900 | 16.88 | 2.92 | 5.78 | 67.6 | 20.27 | 2.90 | 32.4 | 9.82 | 3.03 | 3.24 | | | | |
| May 30-June 26..... | 813 | 18.06 | 3.04 | 5.94 | 64.9 | 21.66 | 3.09 | 35.1 | 11.70 | 2.95 | 3.97 | | | | |
| July 1-31..... | 511 | 18.58 | 3.18 | 5.84 | 65.6 | 22.26 | 3.18 | 34.4 | 11.57 | 3.20 | 3.61 | | | | |
| Certifications for subsequent registration periods: ³ | | | | | | | | | | | | | | | |
| July 19-Aug. 1, 1941..... | 1,421 | 22.55 | 2.44 | 9.26 | 80.7 | 24.50 | 2.45 | 15.4 | 16.47 | 2.32 | 7.10 | 3.9 | \$5.15 | \$2.32 | 2.22 |
| Aug. 2-29..... | 18,156 | 23.36 | 2.66 | 8.79 | 71.8 | 26.90 | 2.69 | 22.0 | 17.18 | 2.53 | 6.79 | 6.2 | 4.93 | 2.50 | 1.99 |
| Aug. 30-Sept. 26..... | 21,671 | 22.91 | 2.64 | 8.66 | 69.6 | 26.77 | 2.68 | 22.9 | 16.82 | 2.52 | 6.69 | 7.5 | 5.08 | 2.49 | 2.04 |
| Sept. 27-Oct. 31..... | 27,617 | 22.82 | 2.64 | 8.63 | 67.6 | 26.85 | 2.68 | 25.2 | 17.23 | 2.53 | 6.81 | 7.2 | 5.13 | 2.55 | 2.01 |
| Nov. 1-28..... | 23,941 | 22.44 | 2.60 | 8.63 | 68.3 | 26.19 | 2.62 | 24.5 | 16.98 | 2.52 | 6.73 | 7.2 | 5.46 | 2.55 | 2.14 |
| Nov. 29, 1941-Jan. 2, 1942..... | 39,335 | 19.89 | 2.42 | 8.26 | 62.5 | 23.80 | 2.38 | 26.3 | 16.36 | 2.46 | 6.65 | 11.2 | 6.32 | 2.69 | 2.35 |
| Jan. 3-30..... | 52,982 | 20.45 | 2.35 | 8.70 | 69.7 | 23.37 | 2.34 | 23.5 | 16.13 | 2.39 | 6.74 | 6.8 | 5.35 | 2.54 | 2.11 |
| Jan. 31-Feb. 27..... | 50,326 | 20.84 | 2.36 | 8.84 | 71.6 | 23.48 | 2.35 | 22.5 | 16.50 | 2.40 | 6.89 | 5.9 | 5.21 | 2.49 | 2.09 |
| Feb. 28-Mar. 27..... | 55,125 | 20.47 | 2.37 | 8.64 | 68.4 | 23.60 | 2.36 | 24.1 | 16.37 | 2.39 | 6.85 | 7.5 | 5.14 | 2.46 | 2.09 |
| Mar. 28-May 1..... | 41,877 | 18.89 | 2.41 | 7.84 | 55.7 | 24.23 | 2.42 | 30.3 | 15.56 | 2.41 | 6.47 | 14.0 | 5.21 | 2.38 | 2.19 |
| May 2-29..... | 13,800 | 20.38 | 2.66 | 7.66 | 51.9 | 27.35 | 2.74 | 33.0 | 16.18 | 2.50 | 6.47 | 15.1 | 5.59 | 2.54 | 2.21 |
| May 30-June 26..... | 8,590 | 21.78 | 2.80 | 7.78 | 53.6 | 28.98 | 2.90 | 32.4 | 17.45 | 2.69 | 6.49 | 14.0 | 6.15 | 2.69 | 2.28 |
| July 1-31..... | 4,149 | 22.80 | 2.94 | 7.75 | 55.1 | 30.16 | 3.01 | 29.0 | 17.98 | 2.78 | 6.47 | 15.9 | 6.11 | 2.69 | 2.27 |
| 1942-43² | | | | | | | | | | | | | | | |
| Certifications for first registration period: ³ | | | | | | | | | | | | | | | |
| July 1-31, 1942..... | 2,457 | 16.59 | 2.82 | 5.88 | 66.7 | 19.95 | 2.85 | 33.3 | 9.87 | 2.82 | 3.65 | | | | |
| Certifications for subsequent registration periods: ³ | | | | | | | | | | | | | | | |
| July 1-31, 1942..... | 351 | 25.16 | 2.77 | 9.08 | 77.2 | 27.77 | 2.77 | 19.7 | 17.98 | 2.74 | 6.57 | 3.1 | 6.00 | 2.75 | 2.18 |

¹ Data based on 33.3-percent sample, except number of certifications and average benefit per certification.

² Benefit year 1941-42 ends with last registration period begun before July 1, 1942, and benefit year 1942-43 commences with first registration period begun on or after July 1, 1942.

³ Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

payments or payments made in error to 250 beneficiaries, however, reduced the net amount to \$149,000 and the number of certifications to 7,300—32 and 29 percent, respectively, less than in June.

All regional offices of the Board recorded declines in benefit payments. The greatest—almost 50 percent—was reported by the Dallas region, but all the others except New York reported declines of 25 percent or more. The smallest decrease—5 percent—occurred in the New York region, but even this small decline is in contrast to the increase in claims filed in that region.

There were nearly 13,000 fewer benefits certified in July 1942 than in July 1941. Employment on class I railroads had increased 125,000 in the same period. The data for the various regions reflected the relationship between employment and benefit payments—for example, Dallas and San Francisco reported the greatest increases in employment and the largest declines in unemployment insurance payments.

Some 510 workers whose initial unemployment registration periods began during June received benefits in July. This group consisted in large part of train and engine men and other relatively high-income railroad workers; consequently, the benefits paid this group averaged \$18.58—the highest average benefit payment in the 1941–42 benefit year. With the opening of the new benefit year, a substantial number of workers who had exhausted their benefit rights for the previous benefit year again filed claims. Available data indicate that workers who exhausted their benefit rights are, in the main, extra gangmen, section laborers, freight handlers, and others with low earnings. The influx of such workers to the rolls in July resulted in an average initial payment of \$16.59 for claimants whose unemployment began in the new year. If the two averages are combined, we find that the average benefit payment certified in July for both the old and the new benefit years was \$16.94.

Benefit payments certified for subsequent registration periods of unemployment which began in June averaged \$22.80; those for periods which

began on or after July 1 averaged \$25.16. An unusually large proportion of registration periods with 14 days of unemployment accounted for the higher average payment to the latter group. All subsequent benefit payments made in July averaged \$22.99.

Accounts opened and closed.—Accounts were opened for 3,000 workers in July. Of that number, more than 500 were for unemployment periods which began before July 1 and extended into the new benefit year. The balance applied to periods of unemployment which began on or after July 1. It is likely that there is some duplication between the two figures. Workers who became unemployed for the first time in 1941–42 toward the end of June and remained unemployed through July would have accounts opened for the first period of unemployment, and, since new accounts are automatically opened for the first period of unemployment in each benefit year, accounts would again be opened for them. Over 1,000 accounts were exhausted in July, about 300 more than in June.

Employment service.—The continued upward trend of employment service operations resulted in the placement of 15,600 workers in July as compared to the previous high of 11,200 during June. The U. S. Employment Service and the WPA Division of Reemployment and Training assisted in more than 4,000 of these placements. Employers reported 17,400 openings available, but subsequently canceled 3,500, mainly because the supply of qualified workers was inadequate.

Placements were reported throughout the country. More than half, however, were made in the Midwest and South from the regional offices in Chicago, Kansas City, and Dallas. Of the total placements made, 12,989 were maintenance-of-way laborers. Placements of clerical workers accounted for 196, freight and baggage handlers for 137, train and engine service for 193, mechanics and helpers for 416, and various types of laborers other than track laborers for 1,697. Only 681 of all jobs filled were expected to last less than 30 days; practically all these were for cooks and waiters within the New York region.

OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

Operations Under the Social Security Act

Monthly Benefits in Force and Payments Certified, June 1942

At the end of June, 596,000 monthly benefits were in force, approximately 16,500 more than at the end of the previous month (table 1). Benefits in conditional-payment status, continuing to increase as a percentage of all benefits in force, comprised 10.4 percent of the total at the end of June. The increase in the proportion of benefits in conditional-payment status was caused entirely by the increase in suspensions, as frozen benefits continued to decline as a percentage of the total benefits in force and constituted slightly less than 2.5 percent of the total at the end of June.

Monthly benefits in the amount of \$10.1 million were certified in June for 538,000 individuals (table 3). Approximately 56 percent of the total amount, or \$5.7 million, represented

Table 2.—Average amount of monthly benefits in force, by type of benefit and payment status, June 30, 1942¹

[Corrected to July 30, 1942]

| Type of benefit | Total in force | Payment status | | | |
|----------------------|----------------|----------------|----------|-------------|-----------------|
| | | Current | Deferred | Conditional | |
| | | | | Suspensions | Frozen benefits |
| Primary..... | \$22.83 | \$22.87 | \$21.93 | \$21.46 | \$26.29 |
| Wife's..... | 12.15 | 12.19 | 11.41 | 11.22 | 13.48 |
| Child's..... | 12.18 | 12.21 | 10.98 | 11.46 | 12.04 |
| Widow's..... | 20.20 | 20.17 | 23.26 | 22.22 | 22.48 |
| Widow's current..... | 19.51 | 19.53 | 17.89 | 19.59 | 18.91 |
| Parent's..... | 12.98 | 12.99 | 11.00 | 13.43 | 0 |

¹ See footnotes to table 1.

primary benefits; 10 percent, or \$1.0 million, supplementary benefits to wives and children of living beneficiaries; and 34 percent, or \$3.4 million,

Table 1.—Number and amount of monthly benefits in force¹ in each payment status² and actions effected during the month, by type of benefit, June 1942

[Current month's data corrected to July 30, 1942]

| Status of benefit and action | Total | | Primary | | Wife's | | Child's | | Widow's | | Widow's current | | Parent's | |
|--|---------|--------------|---------|-------------|--------|-----------|---------|-------------|---------|-----------|-----------------|-------------|----------|----------|
| | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount |
| In force as of May 31, 1942..... | 579,448 | \$10,532,359 | 271,077 | \$6,182,094 | 75,706 | \$918,949 | 150,873 | \$1,837,429 | 20,718 | \$418,439 | 58,659 | \$1,144,077 | 2,415 | \$31,371 |
| Current-payment status..... | 516,478 | 9,313,329 | 232,746 | 5,316,160 | 67,129 | 817,565 | 143,305 | 1,750,619 | 20,489 | 413,195 | 50,406 | 984,569 | 2,403 | 31,221 |
| Deferred-payment status..... | 4,309 | 82,445 | 2,980 | 64,527 | 608 | 6,834 | 358 | 4,021 | 109 | 2,570 | 250 | 4,448 | 4 | 45 |
| Conditional-payment status..... | 58,661 | 1,136,585 | 35,351 | 801,407 | 7,969 | 94,550 | 7,210 | 82,789 | 120 | 2,674 | 8,003 | 155,060 | 8 | 105 |
| Suspensions ³ | 44,105 | 818,926 | 26,668 | 573,501 | 5,758 | 64,792 | 5,872 | 66,699 | 67 | 1,479 | 5,732 | 112,350 | 8 | 105 |
| Frozen benefits ⁴ | 14,556 | 317,659 | 8,683 | 227,906 | 2,211 | 29,758 | 1,338 | 16,090 | 53 | 1,195 | 2,271 | 42,710 | 0 | 0 |
| Actions during June 1942: | | | | | | | | | | | | | | |
| Benefits awarded..... | 20,612 | 360,271 | 7,742 | 182,525 | 2,671 | 33,238 | 6,259 | 76,443 | 1,299 | 26,159 | 2,530 | 49,458 | 111 | 1,448 |
| Entitlements terminated ⁵ | 4,228 | 73,520 | 1,361 | 31,848 | 700 | 8,586 | 1,372 | 17,512 | 85 | 1,612 | 663 | 13,724 | 17 | 238 |
| Net adjustments ⁶ | 58 | 1,803 | 5 | 388 | 0 | 16 | 39 | 850 | 2 | 60 | 11 | 479 | 1 | 10 |
| In force as of June 30, 1942..... | 595,890 | 10,829,913 | 277,463 | 6,333,159 | 77,677 | 943,617 | 155,799 | 1,897,210 | 21,934 | 443,046 | 60,507 | 1,180,290 | 2,510 | 32,591 |
| Current-payment status..... | 529,876 | 9,554,886 | 237,459 | 5,431,459 | 68,760 | 838,431 | 147,674 | 1,803,424 | 21,694 | 437,580 | 51,789 | 1,011,528 | 2,500 | 32,464 |
| Deferred-payment status..... | 3,982 | 77,354 | 2,766 | 60,666 | 557 | 6,358 | 297 | 3,261 | 114 | 2,652 | 245 | 4,384 | 3 | 35 |
| Conditional-payment status..... | 62,032 | 1,197,673 | 37,238 | 841,034 | 8,360 | 98,828 | 7,828 | 90,525 | 126 | 2,814 | 8,473 | 164,378 | 7 | 94 |
| Suspensions ³ | 47,318 | 876,663 | 28,539 | 612,351 | 6,143 | 68,945 | 6,436 | 73,767 | 72 | 1,600 | 6,121 | 119,906 | 7 | 94 |
| Frozen benefits ⁴ | 14,714 | 321,010 | 8,699 | 228,683 | 2,217 | 29,883 | 1,392 | 16,758 | 54 | 1,214 | 2,352 | 44,472 | 0 | 0 |

¹ Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 6) and terminations (see footnote 5), cumulative from January 1940, when monthly benefits were first payable.

² Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

³ Represents benefits which have previously been in current or deferred-payment status.

⁴ Represents benefits which have never been in current or deferred-payment status.

⁵ Terminations may be for following reasons: primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce,

or entitlement of beneficiary to equal or larger primary benefit; child's benefit—beneficiary's death, marriage, adoption, or attainment of age 18; widow's benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to other equal or larger monthly benefit.

⁶ Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203 (a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203 (b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

Table 3.—Monthly benefits and lump-sum death payments certified, by type of payment, June 1942 and cumulative, January-June 1942

| Type of payment | June 1942 | | | | Amount certified January-June 1942 |
|--|--------------------------------------|------------------|-------------------------|--------|------------------------------------|
| | Number of beneficiaries ¹ | Amount certified | Percentage distribution | | |
| | | | Beneficiaries | Amount | |
| Monthly benefits ² | 537,628 | \$10,090,676 | 100.0 | 100.0 | \$56,678,586 |
| Primary | 242,100 | 5,667,408 | 45.0 | 56.2 | 32,136,762 |
| Supplementary | 80,140 | 992,471 | 14.9 | 9.8 | 5,624,475 |
| Wife's | 69,937 | 879,373 | 13.0 | 8.7 | 4,961,448 |
| Child's | 10,203 | 113,098 | 1.9 | 1.1 | 663,027 |
| Survivor's | 215,298 | 3,430,797 | 40.1 | 34.0 | 18,917,349 |
| Widow's | 21,468 | 464,219 | 4.0 | 4.6 | 2,439,021 |
| Widow's current | 52,600 | 1,113,750 | 9.8 | 11.0 | 6,245,342 |
| Child's | 138,748 | 1,816,580 | 23.8 | 18.0 | 10,034,499 |
| Parent's | 2,482 | 36,248 | .5 | .4 | 198,487 |
| Lump-sum death payments | 9,177 | 1,278,487 | — | — | 7,657,266 |
| Under 1939 amendments ³ | 9,105 | 1,276,070 | — | — | 7,611,418 |
| Under 1935 act ⁴ | 72 | 2,417 | — | — | 45,838 |

¹ Differs from number in current-payment status, which takes account of changes in status effective after certification.

² Distribution by type of benefit estimated. Estimates revised February 1942.

³ Includes retroactive payments.

⁴ Represents number of deceased workers on whose wages payments were based.

⁵ Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

⁶ Payable with respect to workers who died prior to Jan. 1, 1940.

benefits to survivors of deceased insured wage earners.

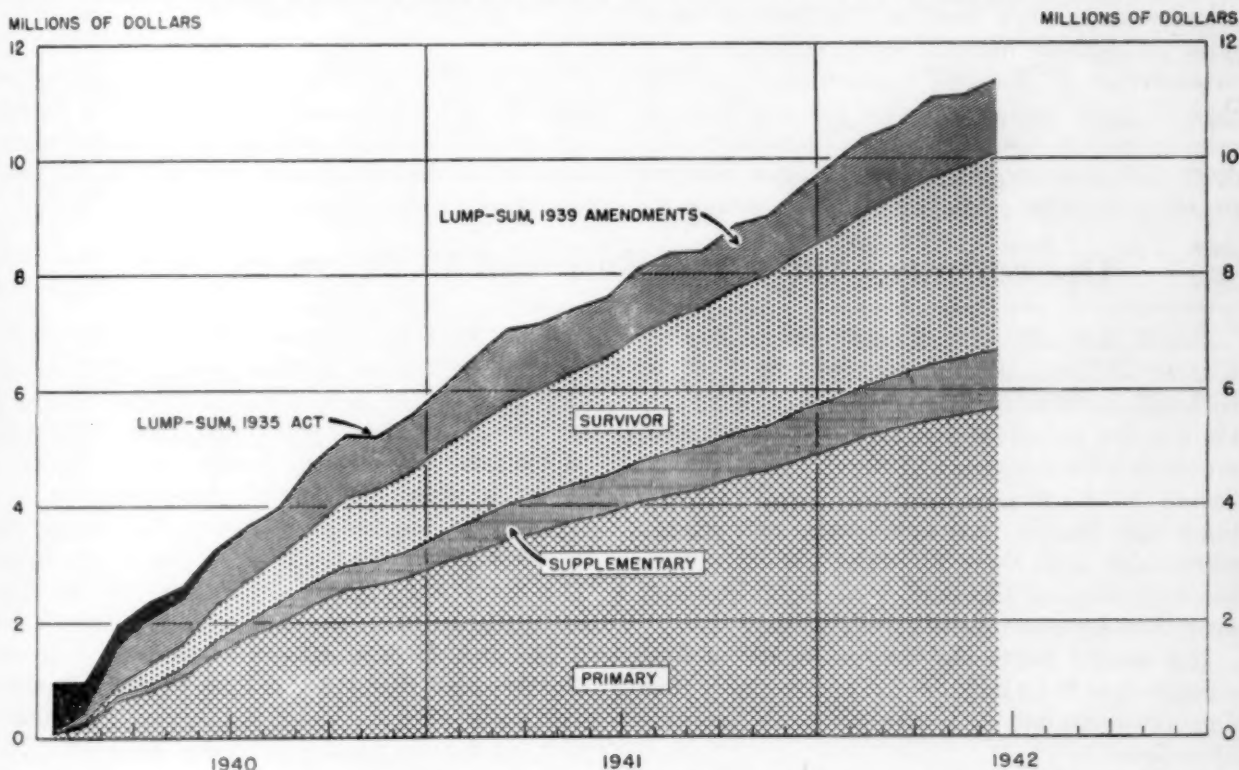
During the first 6 months of 1942, monthly benefits certified for payment aggregated \$56.7 million. Of this amount, \$32.1 million represented primary benefits; \$5.6 million, supplementary benefits; and \$18.9 million, survivors' benefits.

Table 4.—Number of monthly benefits and lump-sum payments awarded, by type of benefit and by quarter of award, January 1940-June 1942

| Year and quarter | Monthly benefits | | | | | | | Lump-sum death payments ¹ |
|------------------|------------------|---------|--------|---------|---------|-----------------|----------|--------------------------------------|
| | Total | Primary | Wife's | Child's | Widow's | Widow's current | Parent's | |
| 1940 | | | | | | | | |
| Jan.-Mar..... | 40,780 | 28,211 | 4,366 | 5,978 | 168 | 2,057 | 0 | 7,046 |
| Apr.-June..... | 67,824 | 33,955 | 8,468 | 17,408 | 885 | 6,885 | 223 | 19,074 |
| July-Sept..... | 76,113 | 38,245 | 11,981 | 17,220 | 1,560 | 6,782 | 325 | 23,793 |
| Oct.-Dec..... | 70,267 | 31,624 | 9,740 | 18,776 | 1,987 | 7,536 | 304 | 25,182 |
| 1941 | | | | | | | | |
| Jan.-Mar..... | 74,567 | 32,802 | 9,901 | 20,597 | 2,703 | 8,227 | 337 | 30,633 |
| Apr.-June..... | 66,074 | 28,879 | 8,962 | 18,021 | 2,617 | 7,278 | 317 | 28,210 |
| July-Sept..... | 65,593 | 27,238 | 8,898 | 18,745 | 2,786 | 7,632 | 294 | 29,610 |
| Oct.-Dec..... | 63,052 | 25,741 | 8,452 | 18,256 | 2,914 | 7,365 | 324 | 28,850 |
| 1942 | | | | | | | | |
| Jan.-Mar..... | 68,181 | 27,609 | 9,161 | 19,596 | 3,505 | 8,027 | 283 | 33,410 |
| Apr.-June..... | 67,679 | 26,878 | 8,649 | 19,991 | 3,660 | 8,134 | 337 | 35,428 |

¹ Represents number of payees to whom lump-sum death payments were awarded on basis of wages of workers who died after Dec. 31, 1939.

Chart 1.—Amount of monthly benefits and lump-sum payments certified, January 1940-June 1942¹



¹ Prior to January 1940 the only certifications made were for lump-sum payments under the 1935 act. The primary, supplementary, and survivor benefits, begun in 1940, are monthly payments. See table 2 for the type of benefit included in each category.

Thus, the percentage distribution among primary, supplementary, and survivors' benefits of the total amount certified during the 6 months was only slightly different from that in June 1942.

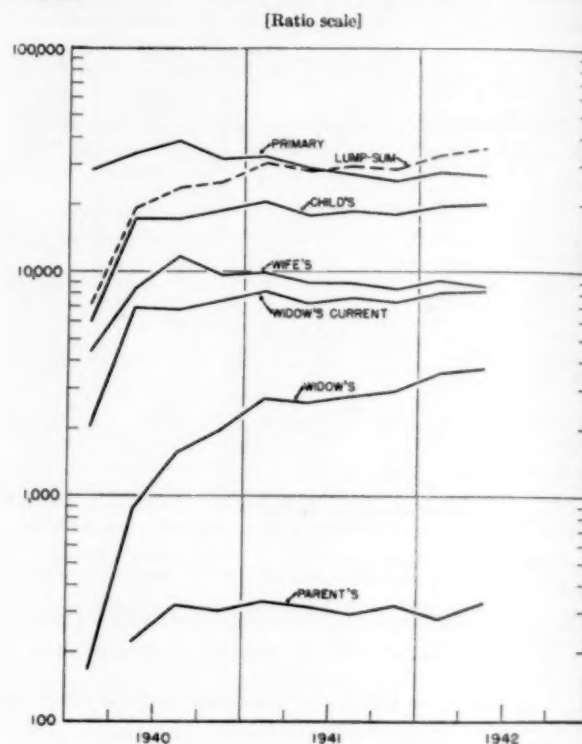
On the basis of preliminary data for July, it is estimated that \$10.4 million was certified for 551,000 monthly beneficiaries. Of the total amount, about \$5.8 million was certified for 247,000 primary beneficiaries, \$1.0 million for 81,800 supplementary beneficiaries, and \$3.5 million for 223,000 survivors. Approximately \$1.2 million was certified in lump-sum death payments based on the wage records of 8,500 deceased wage earners.

Monthly Benefits and Lump-Sum Payments Awarded, April-June 1942

Monthly benefits awarded during the second quarter of 1942 totaled 67,700, slightly less than in the previous quarter (table 4). In contrast, the number of lump-sum death payments awarded showed a 6-percent increase in reaching a new quarterly high of 35,400.

The decline in monthly benefits awarded was due entirely to a decrease in the number of primary and wife's benefits. Awards of other types of monthly benefits, made almost entirely to survivors of deceased insured wage earners, showed slight increases. The reduced level of primary-benefit awards reflects primarily the more favorable opportunities for aged workers to continue their employment. The downward

Chart 2.—Number of monthly benefits and lump-sum payments awarded, by quarter, January 1940-June 1942



trend in wife's benefits is not as pronounced as that for primary benefits. Many wives attain age 65 and become eligible for benefits some time after their husbands reach that age and are awarded primary benefits.

Operations Under the Railroad Retirement Act *

Recent data concerning adjudication and certification of claims have shown the effects of the Railroad Retirement Board's move to Chicago. During the period of the move, administrative processes were delayed, and the figures which reflected these processes—such as initial certifications and benefit payments—were not strictly comparable with those for other periods. With the beginning of the new fiscal year, however, operations have become relatively normal.

Net benefit payments for the month of July amounted to \$10.9 million—1.3 percent more than June payments and 3.7 percent above the monthly

average for the fiscal year 1941-42. From the beginning of operations through July 1942, almost \$568 million had been certified to the Treasury for 162,000 employee annuities, 48,600 pensions, 56,600 lump-sum death benefits, 3,400 survivor annuities, and 6,600 death-benefit annuities.

Employee annuities.—In July the Board received 1,484 applications for employee annuities. This total was slightly lower than the monthly average of 1,524 for the fiscal year 1941-42.

The number of initial certifications in July was slightly larger than that for June—1,342 compared with 1,329—but not quite as large as the average of 1,361 for the fiscal year ended June 30. The average monthly amount payable on July initial certifications was \$65.91.

*Prepared by the Office of the Director of Research, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

There were 669 deaths of employee annuitants reported in July; the monthly average for the fiscal year 1941-42 was 737. Although there have been wide variations from month to month, the yearly averages of terminations have increased continuously, and, as the number of annuitants on the rolls increases, the number of deaths may be expected to rise further.

At the end of July, 126,432 retired annuitants were on the rolls, 677 more than in June. The average monthly increase during 1941-42 was 602. The relatively large increase in July is accounted for, in part, by the unusually low number of deaths reported in that month. As of July 31, the average monthly annuity in force, including those subject to recertification, was \$65.94.

Pensions.—Pensions terminated by death during July numbered 251, somewhat less than the 1941-42 average of 296 and considerably below the June figure of 395. At the end of July, 27,321 pensions were in force, at a total monthly rate of \$1.6 million. The average monthly pension was \$58.94.

Survivor payments.—Sixty-two survivor annuities were certified during July, double the average monthly number for the previous 12 months. Since fewer individuals have elected joint and survivor annuities in recent months, the figures for July reflect only the relatively large proportion of deaths in recent months of annuitants who had elected this type of benefit. Only 8 survivor annuities were terminated by the death of the beneficiaries, leaving 3,109 in force at the end of the month. The average monthly payment was \$32.26.

During July, 99 death-benefit annuities were certified and 85 were terminated, leaving 588 in force. The average monthly payment in force for July was \$36.18.

Initial certifications of lump-sum death benefits totaled 1,328 during the month, and the average payment was \$327.53 as compared with \$238.86 a year ago. Since this type of payment is based on the total compensation credited to an employee after December 31, 1936, the average benefit increases as time elapses.

Table 1.—Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of payment, July 1942¹

| Period and administrative action | Total | | Employee annuities | | Pensions to former carrier pensioners | | Survivor annuities | | Death-benefit annuities ² | |
|---|---------|-------------------------|--------------------|-------------|---------------------------------------|-------------|--------------------|----------|--------------------------------------|----------|
| | Number | Amount | Number | Amount | Number | Amount | Number | Amount | Number | Amount |
| In force as of June 30, 1942..... | 156,963 | \$10,036,485 | 125,755 | \$8,290,690 | 27,582 | \$1,626,465 | 3,053 | \$96,583 | 573 | \$20,745 |
| During July 1942: | | | | | | | | | | |
| Initial certifications..... | 1,503 | 93,940 | 1,342 | 88,448 | 0 | 0 | 62 | 1,948 | 99 | 3,543 |
| Terminations by death (deduct)..... | 1,013 | 63,399 | 669 | 44,611 | 251 | 15,462 | 8 | 277 | 85 | 3,048 |
| In force as of July 31, 1942 ³ | 157,450 | 10,068,957 | 126,432 | 8,337,152 | 27,321 | 1,610,239 | 3,109 | 100,291 | 588 | 21,274 |
| Total payments (net)..... | | ⁴ 10,941,864 | | 8,708,797 | | 1,578,870 | | 106,326 | | 34,070 |

¹ For definition of classes of payments, see the Bulletin, July 1939, p. 7. Except for total payments which are on calendar-month basis, data are based on month normally ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board, rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Cents omitted.

² In a few cases, payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

³ After adjustments for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payment).

⁴ Includes \$513,799 for lump-sum death benefits.

SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

Social Security and Other Income Payments to Individuals

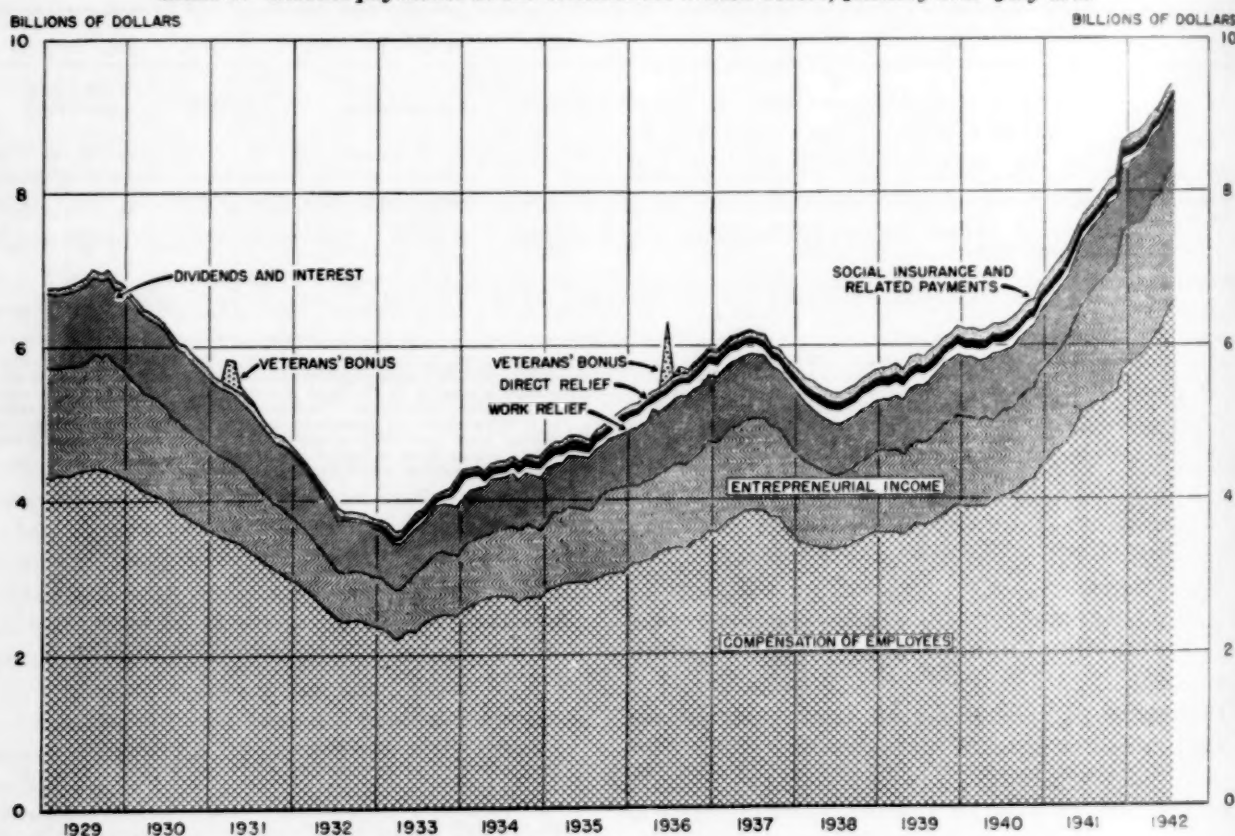
Income payments to individuals rose 1.4 percent in July to a new high of \$9.5 billion, or 22 percent above the July 1941 level. With the continued increase in income payments there have been some substantial shifts in the proportion which the various types of payment constitute of the total. Compensation of employees, which in July 1941 amounted to 66.6 percent of all payments, represented 69.5 percent of the total in July of this year; the proportion paid out in the form of entrepreneurial income, net rents, and royalties was almost 19 percent in both months, while dividends and interest dropped from 10.6 to 8.6 percent. Direct and work relief combined, which last July accounted for 2.3 percent of all payments to individuals, dropped in July of this year to 1.4 percent. Social insurance and related payments re-

mained relatively stable at slightly less than 2.0 percent of the total.

Compensation of employees—with an increase of \$145 million or 2.3 percent—was the only segment of income payments to show a gain of any significance over June. The present level of payments of this type, \$6.6 billion, is higher than the total of all payments for any month during the 10-year period March 1930–October 1940. While expanding employment is responsible for a considerable proportion of the increase in wages and salaries—as indicated by an increase of 6.4 million in employment from July 1940 to July 1942 according to estimates of the WPA—higher wage rates and longer hours of work also contributed to the over-all increase.

Social insurance and related payments were \$3

Chart 1.—Income payments in the continental United States, January 1929–July 1942



Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Table 1.—Income payments in the continental United States, by specified period, 1936-42¹

[In millions; data corrected to Sept. 2, 1942]

| Year and month ² | Total | Compensation of employees ³ | Entrepreneurial income, net rents, and royalties | Dividends and interest | Work relief ⁴ | Direct relief ⁵ | Social insurance and related payments ⁶ | Veterans' bonus |
|-----------------------------|----------|--|--|------------------------|--------------------------|----------------------------|--|-----------------|
| Calendar year: | | | | | | | | |
| 1936..... | \$68,024 | \$40,027 | \$13,003 | \$9,785 | \$2,155 | \$672 | \$955 | \$1,427 |
| 1937..... | 72,365 | 44,689 | 14,162 | 9,891 | 1,639 | 836 | 1,020 | 128 |
| 1938..... | 66,135 | 40,845 | 12,369 | 8,233 | 2,094 | 1,008 | 1,329 | 57 |
| 1939..... | 70,809 | 43,981 | 13,346 | 8,891 | 1,870 | 1,071 | 1,616 | 34 |
| 1940..... | 76,404 | 48,639 | 13,840 | 9,421 | 1,577 | 1,068 | 1,801 | 28 |
| 1941..... | 92,122 | 60,782 | 17,352 | 9,910 | 1,213 | 1,112 | 1,734 | 19 |
| 1941 | | | | | | | | |
| July..... | 7,763 | 5,172 | 1,441 | 826 | 86 | 90 | 145 | 2 |
| August..... | 7,882 | 5,241 | 1,494 | 832 | 80 | 90 | 143 | 2 |
| September..... | 7,994 | 5,265 | 1,579 | 841 | 79 | 89 | 140 | 1 |
| October..... | 8,130 | 5,363 | 1,606 | 851 | 80 | 89 | 140 | 1 |
| November..... | 8,196 | 5,405 | 1,617 | 863 | 79 | 90 | 140 | 2 |
| December..... | 8,666 | 5,678 | 1,781 | 879 | 87 | 92 | 148 | 1 |
| 1942 | | | | | | | | |
| January..... | 8,738 | 5,750 | 1,784 | 870 | 77 | 94 | 162 | 1 |
| February..... | 8,802 | 5,845 | 1,762 | 865 | 72 | 95 | 162 | 1 |
| March..... | 8,879 | 5,932 | 1,753 | 858 | 75 | 94 | 166 | 1 |
| April..... | 9,061 | 6,074 | 1,815 | 850 | 68 | 92 | 161 | 1 |
| May..... | 9,124 | 6,202 | 1,779 | 840 | 58 | 89 | 155 | 1 |
| June..... | 9,336 | 6,429 | 1,781 | 829 | 53 | 87 | 156 | 1 |
| July..... | 9,463 | 6,574 | 1,781 | 817 | 45 | 86 | 150 | 1 |

¹ Compensation of employees, entrepreneurial income, net rents, and royalties, and dividends and interest adjusted for seasonal variation.

² For annual and monthly figures 1929-40, see the Bulletin, August 1941, table 1, pp. 74-76.

³ Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions and payments to members of the armed forces.

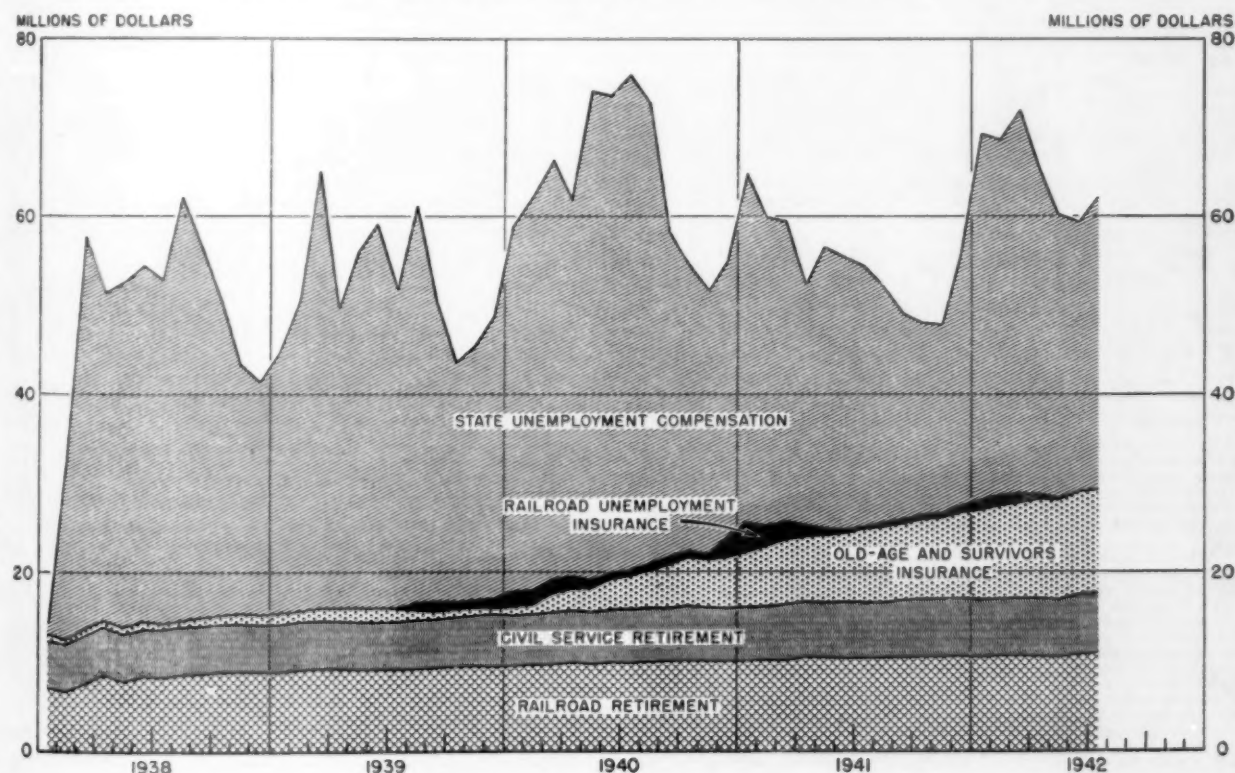
⁴ Earnings of persons employed by the CCC, NYA, and WPA. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds; such earnings are included in the column "Compensation of employees."

⁵ Payments to recipients under the 3 special public assistance programs and general relief, the value of food stamps issued by the Agricultural Marketing Administration under the food stamp plan, and subsistence payments certified by the Farm Security Administration.

⁶ Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

Chart 2.—Payments under selected social insurance and retirement programs, January 1938-July 1942



million higher in July than in June; the rise was attributable in large part to the increase of more than \$2 million in payments under State unemployment compensation programs.

Payments in July under the three retirement systems and the two unemployment insurance programs for which monthly data are presented in table 2 amounted to \$62 million, or 39 percent of all social insurance and related payments as estimated by the Department of Commerce. Payments under these five programs were 4.5 percent higher than in June, and 13.8 percent above payments a year ago.

An examination of chart 2 reveals the fact that the level of total payments under these programs

is the result of two distinct patterns both with regard to the month-to-month and the year-to-year changes. In the first place there is a steady upward trend in payments under the retirement programs, interrupted by only minor fluctuations resulting from administrative factors. This upward trend was accelerated early in 1940, when payments under the old-age and survivors insurance program began to expand as the result of the 1939 amendments. There is relatively little change in payments under the retirement programs from month to month, but from year to year the increases are substantial. Compared with July 1941, monthly payments to beneficiaries under the old-age and survivors insurance program were

Table 2.—Payments under selected social insurance and retirement programs, by specified period, 1936-42¹

[In thousands; data corrected to Aug. 29, 1942]

| Year and month | Total | Retirement and survivor payments | | | | | | | | | Refunds under the Civil Service Commission to employees leaving service ³ | Unemployment insurance payments | | | |
|----------------|----------|----------------------------------|--|--------------------------------------|---------------------------------------|----------------------------------|--------------------------------------|-----------------------------------|---------------------------------------|--|--|---------------------------------|---|--|--|
| | | Total | Monthly retirement payments ² | | | Survivor payments | | | | | | Total | State unemployment compensation laws ⁴ | Railroad Unemployment Insurance Act ⁵ | |
| | | | Social Security Act ¹ | Railroad Retirement Act ⁶ | Civil Service Commission ⁷ | Monthly payments | | Lump-sum payments | | | | | | | |
| | | | | | | Social Security Act ⁸ | Railroad Retirement Act ⁹ | Social Security Act ¹⁰ | Railroad Retirement Act ¹¹ | Civil Service Commission ¹² | | | | | |
| Calendar year: | | | | | | | | | | | | | | | |
| 1936 | \$59,372 | \$56,377 | ----- | \$683 | \$51,630 | ----- | \$2 | ----- | \$4,062 | \$2,864 | \$131 | \$131 | ----- | | |
| 1937 | 105,429 | 99,818 | ----- | 40,001 | 53,694 | ----- | 444 | \$1,278 | 4,401 | 3,479 | 2,132 | 2,132 | ----- | | |
| 1938 | 566,752 | 169,640 | ----- | 96,766 | 56,118 | ----- | 1,383 | 10,478 | 4,604 | 3,326 | 393,786 | 393,786 | ----- | | |
| 1939 | 625,748 | 187,837 | ----- | 107,282 | 58,331 | ----- | 1,451 | 13,895 | 1,926 | 4,952 | 2,846 | 435,065 | 429,298 | \$5,767 | |
| 1940 | 764,399 | 226,533 | \$21,075 | 114,166 | 62,019 | \$7,784 | 1,448 | 11,734 | 2,497 | 5,810 | 3,277 | 534,589 | 518,700 | 15,889 | |
| 1941 | 653,390 | 289,919 | 55,141 | 119,913 | 64,933 | 25,454 | 1,559 | 13,328 | 3,421 | 6,170 | 4,615 | 358,856 | 344,321 | 14,535 | |
| July 1941 | 54,465 | 24,466 | 4,718 | 9,964 | 5,418 | 2,201 | 131 | 1,179 | 317 | 538 | 337 | 29,662 | 29,307 | 355 | |
| August | 52,065 | 24,537 | 4,901 | 9,999 | 5,406 | 2,308 | 133 | 1,155 | 278 | 357 | 484 | 27,044 | 26,494 | 556 | |
| September | 48,915 | 24,906 | 5,024 | 10,081 | 5,452 | 2,375 | 132 | 986 | 251 | 605 | 455 | 23,554 | 22,942 | 612 | |
| October | 47,935 | 25,390 | 5,235 | 10,114 | 5,462 | 2,498 | 134 | 1,100 | 303 | 544 | 484 | 22,061 | 21,430 | 615 | |
| November | 47,715 | 25,551 | 5,383 | 10,199 | 5,516 | 2,579 | 129 | 1,029 | 256 | 460 | 489 | 21,675 | 21,066 | 608 | |
| December | 55,417 | 26,184 | 5,611 | 10,189 | 5,519 | 2,736 | 134 | 1,131 | 362 | 502 | 460 | 28,773 | 27,847 | 646 | |
| January 1942 | 69,311 | 28,374 | 5,811 | 10,102 | 5,557 | 2,827 | 128 | 1,267 | 258 | 424 | 484 | 42,453 | 41,056 | 1,397 | |
| February | 68,614 | 26,780 | 6,074 | 10,161 | 5,549 | 2,997 | 133 | 1,291 | 301 | 274 | 622 | 41,212 | 39,884 | 1,328 | |
| March | 71,985 | 27,234 | 6,243 | 10,223 | 5,532 | 3,109 | 127 | 1,185 | 306 | 509 | 465 | 44,286 | 43,035 | 1,257 | |
| April | 65,179 | 27,700 | 6,430 | 10,198 | 5,572 | 3,240 | 128 | 1,397 | 238 | 497 | 468 | 37,011 | 36,311 | 700 | |
| May | 60,077 | 27,540 | 6,544 | 10,068 | 5,594 | 3,312 | 125 | 1,239 | 256 | 402 | 514 | 32,023 | 31,704 | 719 | |
| June | 59,352 | 28,353 | 6,660 | 10,210 | 5,637 | 3,431 | 141 | 1,278 | 449 | 547 | 547 | 30,452 | 30,226 | 229 | |
| July | 62,007 | 28,677 | 6,824 | 10,288 | 5,677 | 3,545 | 140 | 1,186 | 514 | 503 | 551 | 32,779 | 32,625 | 151 | |

¹ Payments to individual beneficiaries under programs; data exclude cost of administration. 1941 calendar-year totals represent sum of unrounded figures; hence may differ slightly from sum of rounded amounts. For detailed data, see tables in program sections of the Bulletin.

² Represents old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts.

³ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Distribution by type of benefit partly estimated.

⁴ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day through November 1941; for December 1941, amounts certified from Nov. 21 through Dec. 31; for subsequent months amounts certified during calendar month. Monthly payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

⁵ Principally payments under civil-service retirement and disability fund but includes also payments under Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund administered by the

Civil Service Commission. Monthly retirement payments include accrued annuities to date of death paid to survivors. Data for calendar years 1936-39 estimated on basis of data for fiscal years. For discussion of benefits and beneficiaries under the Civil Service Retirement Act, see the Bulletin, April 1941, pp. 29-42.

⁶ Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits, and orphan's benefits. Distribution by type of benefit partly estimated.

⁷ Amounts certified to the Secretary of the Treasury for payment; represent payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and, beginning January 1940, payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4.7 million in 1938, and \$4.6 million in 1939 are not survivor payments.

⁸ Amount of checks issued, reported by State agencies to the Bureau of Employment Security. Annual figures adjusted for voided benefit checks; monthly figures unadjusted.

⁹ Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in same city.

¹⁰ Preliminary estimate.

about 50 percent larger in July of this year, while increases of 3.3 percent and 4.8 percent, respectively, were recorded under the Railroad Retirement Act and civil-service retirement programs.

The other major factor in determining the level of total payments under these programs, changes in unemployment insurance payments, exhibits no such clearly defined movement. Payments of this type are, of course, very sensitive to economic conditions, and, in addition, they reflect changes resulting from higher base-period earnings, liberalization of benefits, and new benefit years. The change in payments for July of this year resulted from a combination of these factors. Payments in July under the State unemployment compensation programs amounted to \$32.6 million, an increase of 7.9 percent over June and 11.3 percent over July 1941. While payments for unemployment compensation for the country as a whole increased over June, decreases occurred in all except 13 States. New-benefit-year claims filed

in July accounted for increases in 7 of the 13 States; in 3 States the increase in payments appears to have been due primarily to war dislocations. In the remaining 3 States, since the estimated number of different recipients declined, the increase was due to liberalization of benefits or higher base-period earnings. The increase over July 1941 is evidently due in large measure to higher base-period earnings and more liberal benefit formulas, for, while payments increased 11.3 percent, the average weekly number of beneficiaries decreased 5.9 percent.

Railroad unemployment insurance payments of \$154,000 in July were 32 percent below June payments and 57 percent below payments a year ago. The level of payments for July is the lowest in the history of railroad unemployment insurance and reflects the continuing improvement in employment conditions in the railroad industry.

It is estimated that approximately 779,000 individuals received monthly benefits amounting to

Table 3.—Individuals receiving payments under selected social insurance and retirement programs, by month, July 1941–July 1942

[In thousands; data corrected to Aug. 29, 1942]

| Year and month | Retirement and survivor beneficiaries | | | | | | | | Separated employees receiving refunds under the Civil Service Commission ⁹ | Unemployment insurance beneficiaries | |
|----------------|---------------------------------------|--------------------------------------|---------------------------------------|----------------------------------|--------------------------------------|-------------------------------------|-------------------------|---------------------------------------|---|--|---|
| | Monthly retirement beneficiaries | | | Survivor beneficiaries | | | | | | State unemployment compensation laws ¹⁰ | Railroad Unemployment Insurance Act ¹¹ |
| | | | | Monthly beneficiaries | | Lump-sum beneficiaries ⁸ | | | | | |
| | Social Security Act ¹ | Railroad Retirement Act ² | Civil Service Commission ³ | Social Security Act ⁴ | Railroad Retirement Act ⁵ | Social Security Act ⁶ | Railroad Retirement Act | Civil Service Commission ⁷ | | | |
| 1941 | | | | | | | | | | | |
| July | 226.1 | 150.2 | 67.1 | 132.8 | 3.5 | 8.6 | 1.3 | 0.6 | 2.5 | 611.1 | 10.0 |
| August | 235.9 | 150.6 | 67.5 | 140.5 | 3.5 | 8.5 | 1.1 | .5 | 3.3 | 371.9 | 12.0 |
| September | 244.0 | 151.3 | 67.5 | 146.4 | 3.6 | 7.2 | 1.0 | .7 | 3.0 | 493.4 | 13.2 |
| October | 253.4 | 151.8 | 67.8 | 154.0 | 3.6 | 8.0 | 1.1 | .6 | 3.4 | 430.0 | 12.9 |
| November | 261.3 | 152.5 | 68.4 | 160.4 | 3.6 | 7.5 | 1.0 | .5 | 4.3 | 470.6 | 13.4 |
| December | 271.5 | 152.9 | 68.6 | 168.5 | 3.6 | 8.2 | 1.2 | .5 | 3.5 | 523.0 | 22.4 |
| 1942 | | | | | | | | | | | |
| January | 282.5 | 152.8 | 69.3 | 176.1 | 3.6 | 9.1 | .9 | .5 | 4.1 | 796.6 | 35.1 |
| February | 292.9 | 153.3 | 69.1 | 185.2 | 3.6 | 9.3 | 1.0 | .3 | 4.2 | 837.6 | 33.6 |
| March | 301.5 | 153.5 | 69.2 | 192.3 | 3.6 | 8.6 | 1.0 | .6 | 4.2 | 803.1 | 29.2 |
| April | 310.6 | 153.8 | 69.3 | 200.8 | 3.6 | 10.1 | 1.0 | .6 | 4.3 | 668.3 | 16.9 |
| May | 316.8 | 153.4 | 69.7 | 207.9 | 3.6 | 9.0 | .8 | .5 | 4.9 | 609.7 | 7.2 |
| June | 322.3 | 153.3 | 70.0 | 215.3 | 3.6 | 9.2 | 1.4 | .6 | 5.1 | 552.7 | 4.7 |
| July | 328.5 | 153.8 | 70.4 | 222.7 | 3.7 | 8.5 | 1.3 | .5 | 5.5 | 374.9 | 3.3 |

¹ Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month.

² Employee annuitants and pensioners on roll as of 20th of month; includes disability annuitants.

³ Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and voluntary retirement after 15 years' service, and involuntary separations after not less than 15 years' service. Includes persons receiving survivor benefits under joint and survivor elections, numbering 58 in July 1942. Figures not adjusted for suspension of annuities of persons reemployed under the National Defense Act of June 28, 1940, numbering 837 in July 1942.

⁴ Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month.

⁵ Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months; number on

roll as of 20th of month. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

⁶ Number of deceased wage earners with respect to whose wage records payments were made to survivors; for railroad retirement beneficiaries, number certified in month ending on 20th calendar day.

⁷ Represents deceased wage earners whose survivors received payments under either 1935 or 1939 act.

⁸ See footnote 3 for programs covered. Represents employees who died before retirement age and annuitants with unexpended balances whose survivors received payments.

⁹ See footnote 3 for programs covered.

¹⁰ Represents average weekly number of benefit recipients.

¹¹ Represents average number of persons receiving benefits for unemployment during a registration period of 14 consecutive days.

¹² Preliminary estimate.

\$26.5 million and 10,300 received lump-sum payments amounting to \$2.2 million under the retirement and survivor programs in July. Unemploy-

ment insurance payments amounting to \$32.8 million were received by about 578,000 individuals during the month.

Financial and Economic Data

Receipts

Social security taxes collected by the Federal Government during the first month of the new fiscal year amounted to \$52 million, \$5 million more than in July 1941 and \$10 million more than

in April, the first month of the previous quarter (table 1). Total Federal revenues from all sources were \$794 million, or 74 percent more than in July 1941 and \$62 million more than in April. Social security and railroad retirement and unem-

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-42
[In millions]

| Period | General and special accounts | | | | | | | | | | Trust accounts, etc., ⁷ excess receipts (+) or expenditures (-) | Change in general fund balance | Public debt | | | | |
|----------------|--------------------------------|------------------------------------|---|-----------|---|---|---|--|--|-----------|--|--------------------------------|-------------|--|--------------------------------------|-----------------------------|-----------|
| | Receipts of Federal Government | | | | Expenditures ⁴ of Federal Government | | | | | | | | Total | Old-age and survivors insurance trust fund | Unemployment trust fund ⁵ | Railroad retirement account | All other |
| | Total ¹ | Social security taxes ² | Railroad retirement and unemployment taxes ³ | All other | Total ¹ | Under the Social Security Act | | Under the Railroad Retirement Board | | All other | | | | | | | |
| | | | | | | Admini- strative ex- penses and grants to States ⁶ | Net appro- priations and trans- fers to old- age and sur- vivors insurance trust fund | Admini- strative ex- penses ⁶ | Transfers to railroad retirement account | | | | | | | | |
| Fiscal year: | | | | | | | | | | | | | | | | | |
| 1936-37..... | \$5,294 | \$252 | (⁹) | \$5,042 | \$8,442 | \$183 | \$265 | \$1 | | \$7,993 | -\$3,149 | +\$374 | -\$128 | \$36,425 | \$267 | \$312 | \$35,946 |
| 1937-38..... | 6,242 | 604 | \$150 | 5,488 | 7,626 | 291 | 387 | 3 | \$146 | 6,799 | -1,384 | +306 | -338 | 37,165 | 662 | 872 | 35,565 |
| 1938-39..... | 5,668 | 631 | 109 | 4,928 | 9,210 | 342 | 503 | * 3 | 107 | 8,255 | -3,542 | +890 | +622 | 40,440 | 1,177 | 1,267 | 37,929 |
| 1939-40..... | 5,925 | 712 | 126 | 5,087 | 9,537 | 379 | 539 | * 8 | 121 | 8,490 | -3,612 | +137 | -947 | 42,968 | 1,738 | 1,710 | 39,441 |
| 1940-41..... | 8,269 | 788 | 144 | 7,337 | 13,372 | 447 | 661 | * 7 | 124 | 12,133 | -5,103 | -148 | +742 | 48,961 | 2,381 | 2,273 | 44,233 |
| 1941-42..... | 13,668 | 1,016 | 178 | 12,474 | 33,265 | 501 | 869 | * 10 | 141 | 31,744 | -19,598 | -3,506 | +358 | 72,422 | 3,202 | 3,139 | 65,989 |
| 1941 | | | | | | | | | | | | | | | | | |
| July..... | 456 | 47 | 1 | 408 | 1,640 | 60 | 43 | 1 | 46 | 1,490 | -1,185 | +599 | -34 | 49,513 | 2,371 | 2,333 | 108 |
| August..... | 554 | 167 | 6 | 381 | 1,687 | 43 | 157 | 1 | | 1,486 | -1,133 | -2 | +274 | 50,921 | 2,361 | 2,479 | 102 |
| September..... | 1,136 | 4 | 33 | 1,099 | 1,875 | 33 | 1 | 1 | | 1,840 | -739 | -293 | -607 | 51,346 | 2,556 | 2,479 | 91 |
| October..... | 489 | 48 | 1 | 440 | 2,126 | 56 | 43 | 1 | 32 | 1,994 | -1,637 | -225 | +376 | 53,584 | 2,546 | 2,538 | 112 |
| November..... | 730 | 175 | 5 | 550 | 2,024 | 40 | 166 | 1 | | 1,817 | -1,294 | -484 | -322 | 55,040 | 2,536 | 2,706 | 102 |
| December..... | 1,214 | 6 | 36 | 1,172 | 2,544 | 33 | 2 | 1 | | 2,508 | -1,329 | -328 | +1,241 | 57,938 | 2,736 | 2,732 | 91 |
| 1942 | | | | | | | | | | | | | | | | | |
| January..... | 614 | 51 | 1 | 562 | 2,664 | 56 | 36 | 1 | 32 | 2,539 | -2,050 | -633 | -610 | 60,012 | 2,726 | 2,771 | 112 |
| February..... | 937 | 253 | 4 | 680 | 2,808 | 37 | 179 | 1 | | 2,591 | -1,871 | +114 | +612 | 62,381 | 2,761 | 2,923 | 102 |
| March..... | 3,548 | 5 | 44 | 3,499 | 3,422 | 31 | 1 | 1 | | 3,389 | +126 | -234 | -69 | 62,419 | 2,923 | 2,910 | 91 |
| April..... | 732 | 42 | 1 | 689 | 3,790 | 49 | 37 | 1 | 32 | 3,671 | -3,058 | -126 | -642 | 64,961 | 2,913 | 2,914 | 112 |
| May..... | 764 | 213 | 9 | 542 | 4,155 | 53 | 201 | 1 | | 3,900 | -3,391 | -257 | -39 | 68,571 | 2,927 | 3,106 | 102 |
| June..... | 2,494 | 5 | 37 | 2,452 | 4,531 | 11 | 1 | 1 | | 4,518 | -2,037 | -1,635 | +179 | 72,422 | 3,202 | 3,139 | 92 |
| July..... | 794 | 52 | 1 | 741 | 5,208 | 79 | 47 | 1 | 113 | 4,908 | -4,413 | -4 | +296 | 77,136 | 3,192 | 3,162 | 195 |

¹ Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

² Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

³ Represents total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 2, footnote 5).

⁴ Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

⁵ Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 4, footnote 1); prior to Jan. 1, 1942, excludes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other"; since Jan. 1, 1942, includes Federal expenditures for operation of employment services in the States. Also

excludes administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the Social Security Act and the Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

⁶ Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938-39, \$4,987,000 in 1939-40, \$3,397,000 in 1940-41, \$2,506,000 in 1941-42, and \$168,000 for 1942-43; also includes \$5,990,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

⁷ Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

⁸ Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

⁹ Less than \$500,000.

¹⁰ Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

ployment tax receipts represented 6.7 percent of total Federal revenues in July, as against 10.5 percent a year earlier.

All contributions collected under the selected social insurance programs in July totaled \$185 million (table 2), of which \$132 million or 71 percent was collected by State agencies as State unemployment contributions.¹ Federal insurance contributions of \$49.4 million represented 27 per-

¹ Data for Tennessee was not received in time for inclusion.

Table 2.—Social insurance taxes under selected programs, by specified period, 1936-42

(In thousands)

| Period | Old-age and survivors insurance | | Unemployment insurance | | |
|------------------------------|--|---|---|--|--|
| | Federal insurance contributions ¹ | Taxes on carriers and their employ-ees ² | State unemploy-ment contribu-tions ³ | Federal unemploy-ment taxes ⁴ | Railroad unemploy-ment insurance contribu-tions ⁵ |
| Cumulative through July 1942 | \$3,470,348 | \$688,631 | \$4,807,321 | \$576,710 | \$202,154 |
| Fiscal year: | | | | | |
| 1936-37 | 194,346 | 345 | (⁶) | 7 57,751 | ----- |
| 1937-38 | 514,406 | 150,132 | (⁶) | 7 90,104 | ----- |
| 1938-39 | 530,358 | 109,257 | 803,007 | 100,869 | ----- |
| 1939-40 | 604,694 | 120,967 | 853,955 | 107,523 | 49,167 |
| 1940-41 | 690,555 | 136,942 | 888,450 | 97,677 | 68,162 |
| 1941-42 | 895,619 | 170,012 | 1,093,901 | 119,944 | 84,738 |
| 1941 | | | | | |
| July | 44,815 | 872 | 146,570 | 2,234 | 50 |
| August | 189,525 | 5,638 | 107,460 | 7,477 | 573 |
| September | 3,366 | 31,111 | 6,781 | 910 | 18,103 |
| October | 45,674 | 1,058 | 148,239 | 2,169 | 86 |
| November | 168,458 | 5,202 | 119,673 | 6,808 | 939 |
| December | 4,323 | 33,866 | 10,447 | 1,267 | 10,209 |
| 1942 | | | | | |
| January | 38,579 | 1,277 | 154,912 | 12,710 | 107 |
| February | 181,446 | 4,161 | 122,536 | 71,269 | 786 |
| March | 2,773 | 41,574 | 5,471 | 1,995 | 22,351 |
| April | 39,173 | 1,206 | 122,109 | 2,853 | 5 |
| May | 203,740 | 9,023 | 143,747 | 9,302 | 684 |
| June | 3,747 | 35,025 | 5,955 | 952 | 21,845 |
| July | 49,371 | 977 | \$ 131,543 | 2,842 | 87 |

¹ Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

² Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

³ Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 52, table 8, footnote 1. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105,900,769 as of July 31, 1942, are not deducted. Figures reported by State agencies, corrected to July 31, 1942.

⁴ Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

⁵ Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts, therefore, differ from figures on p. 64, table 1, which represent only the 10 percent deposited with the Treasury.

⁶ Tennessee data for July 1942 not available.

⁷ Includes \$40,561,886 subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to the Federal Government.

⁸ Not available.

cent of the total. Receipts under four of the five programs shown in table 2 were higher in July than in the same month a year ago; State unemployment contributions were lower partly because changed collection procedures in New York will postpone the bulk of collections in that State to the second month of each quarter. In addition, the operation of experience rating has reduced the amounts collected this year in many States.

Federal insurance contributions in July exceeded contributions in the first month of the previous quarter and in July of last year. July contributions are based primarily on taxable pay rolls during April-June. According to the Bureau of Labor Statistics, the unadjusted index of pay rolls in manufacturing rose from 182.9 in March to 197.7 in June. Similarly, the index of factory employment rose from 135.1 in March to 139.1 in June.

Changes in other economic indexes which reflect the movements of factors affecting social security receipts also suggest that collections in the current quarter will reach a new peak. Most business indicators maintained high levels in July. The unadjusted Federal Reserve Board index of industrial production rose 4 points above the June figure to 181. Employment and pay rolls in manufacturing advanced in July to the highest level on record, bringing the factory employment index to 141.6 and the manufacturing pay-roll index to 202.4.

The Bureau of Labor Statistics index of cost of living in large cities increased 0.4 percent from mid-June to mid-July; on July 15 the index was 11 percent higher than a year ago and 16 percent higher than in December 1940. The recent rise has been primarily in goods and services which are not subject to price ceilings. Retail food prices were 1.1 percent higher than in June.

Collections of Federal insurance contributions and Federal unemployment taxes by internal revenue collection districts for the last quarter of 1941-42 and for the entire fiscal year are shown in table 3. Federal insurance contributions amounted to 88 percent of all social security taxes collected by the Federal Government during the year and were 30 percent above collections in 1940-41. The increase was general, with the districts in every State sharing in the rise. Federal unemployment tax collections during the fiscal year—\$120 million—were 20 percent above those in

the preceding period, and all collection districts, with the exception of those in Arizona and Wyoming, participated in the increase.

Expenditures

Total Federal disbursements in July 1942 exceeded receipts by \$4,413 million and were more than three times as large as disbursements in July 1941 (table 1). This excess of disbursements, together with a \$296 million increase in the general fund balance and a \$4 million decline

in trust account balances, resulted in an increase of \$4,714 million in the public debt. As of July 31, the combined holdings of the old-age and survivors insurance trust fund, the unemployment trust fund, and the railroad retirement account totaled \$6.5 billion, or 8.5 percent of the interest-bearing public debt of the United States Government. The computed average rate of interest on the interest-bearing public debt continued to decline—to 2.249 percent at the end of July. Therefore, any special certificates and notes which

Table 3.—Federal insurance contributions and Federal unemployment taxes,¹ by internal revenue collection district, April-June 1942 and fiscal year 1941-42

[In thousands]

| Internal revenue collection district in— | April-June 1942 | | | Fiscal year 1941-42 | | |
|---|--------------------|--------------------------------------|---------------------------------|----------------------|--------------------------------------|---------------------------------|
| | Total | Insurance contributions ² | Unemployment taxes ³ | Total | Insurance contributions ² | Unemployment taxes ³ |
| Total | \$260,236.0 | \$247,047.7 | \$13,188.3 | \$1,015,738.3 | \$895,756.9 | \$119,981.4 |
| Alabama | 2,460.0 | 2,350.0 | 110.0 | 9,120.1 | 8,087.1 | 1,033.0 |
| Arizona | 405.6 | 396.1 | 9.6 | 1,513.5 | 1,353.3 | 160.2 |
| Arkansas | 775.2 | 742.9 | 32.3 | 2,973.8 | 2,629.8 | 343.9 |
| California (2 districts) | 17,187.4 | 16,069.3 | 518.1 | 66,112.1 | 58,804.1 | 7,307.9 |
| Colorado | 1,204.1 | 1,142.9 | 61.2 | 5,363.6 | 4,758.4 | 605.2 |
| Connecticut | 6,532.1 | 6,291.3 | 240.8 | 24,008.4 | 21,220.0 | 2,788.4 |
| Delaware | 2,798.8 | 2,626.9 | 171.9 | 9,432.9 | 8,421.5 | 1,011.4 |
| Florida | 1,971.0 | 1,894.4 | 76.6 | 7,387.0 | 6,567.2 | 819.7 |
| Georgia | 2,819.9 | 2,676.6 | 143.3 | 10,854.6 | 9,630.7 | 1,223.8 |
| Hawaii | 782.5 | 749.0 | 33.6 | 3,083.3 | 2,653.8 | 429.5 |
| Idaho | 354.1 | 347.1 | 7.0 | 1,758.7 | 1,562.6 | 196.1 |
| Illinois (2 districts) | 22,232.9 | 20,832.3 | 1,400.7 | 88,112.1 | 77,550.0 | 10,562.1 |
| Indiana | 5,017.1 | 4,803.7 | 213.4 | 20,348.9 | 18,001.8 | 2,347.2 |
| Iowa | 1,980.0 | 1,907.9 | 72.2 | 8,533.8 | 7,642.8 | 911.0 |
| Kansas | 1,211.5 | 1,152.0 | 59.4 | 4,560.4 | 4,030.6 | 529.8 |
| Kentucky | 1,723.9 | 1,676.3 | 47.6 | 7,663.3 | 6,696.5 | 966.8 |
| Louisiana | 1,884.7 | 1,808.5 | 76.2 | 7,578.6 | 6,636.7 | 941.9 |
| Maine | 1,105.8 | 1,076.4 | 29.4 | 4,574.4 | 3,969.4 | 605.0 |
| Maryland (including District of Columbia) | 4,800.7 | 4,610.9 | 189.7 | 19,120.6 | 16,713.4 | 2,407.2 |
| Massachusetts | 11,436.0 | 10,993.6 | 442.4 | 45,018.4 | 39,838.6 | 5,179.9 |
| Michigan | 16,941.5 | 15,868.4 | 1,073.2 | 66,524.4 | 58,980.0 | 7,544.4 |
| Minnesota | 3,439.5 | 3,286.2 | 153.3 | 14,275.9 | 12,166.1 | 2,109.7 |
| Mississippi | 671.1 | 656.8 | 14.3 | 2,882.0 | 2,565.6 | 316.4 |
| Missouri (2 districts) | 6,396.7 | 6,053.4 | 343.3 | 24,943.2 | 21,999.0 | 2,944.3 |
| Montana | 327.0 | 316.0 | 11.0 | 1,519.3 | 1,358.9 | 160.4 |
| Nebraska | 947.4 | 899.0 | 48.4 | 3,965.6 | 3,523.3 | 442.4 |
| Nevada | 213.1 | 188.1 | 25.0 | 775.3 | 648.3 | 127.0 |
| New Hampshire | 687.9 | 661.1 | 26.8 | 2,782.2 | 2,468.7 | 313.5 |
| New Jersey (2 districts) | 10,217.5 | 9,718.8 | 498.7 | 39,196.8 | 34,492.9 | 4,703.8 |
| New Mexico | 207.0 | 202.6 | 4.4 | 953.5 | 859.1 | 94.4 |
| New York (6 districts) | 53,766.4 | 50,150.2 | 3,616.2 | 201,989.6 | 177,438.2 | 24,551.4 |
| North Carolina | 3,246.0 | 3,135.2 | 110.8 | 12,925.1 | 11,413.5 | 1,511.5 |
| North Dakota | 164.8 | 158.3 | 6.6 | 727.8 | 662.6 | 65.2 |
| Ohio (4 districts) | 17,913.9 | 17,054.1 | 859.8 | 71,660.6 | 63,155.1 | 8,505.5 |
| Oklahoma | 1,904.1 | 1,805.9 | 98.2 | 7,660.2 | 6,786.7 | 873.6 |
| Oregon | 1,930.1 | 1,868.0 | 62.2 | 7,489.1 | 6,654.8 | 834.3 |
| Pennsylvania (3 districts) | 26,517.3 | 25,151.0 | 1,366.2 | 103,194.4 | 91,164.0 | 12,030.4 |
| Rhode Island | 1,947.5 | 1,901.4 | 46.1 | 7,966.6 | 6,968.1 | 998.5 |
| South Carolina | 1,316.7 | 1,272.9 | 43.8 | 5,281.5 | 4,650.2 | 631.3 |
| South Dakota | 186.7 | 183.3 | 3.4 | 826.6 | 750.4 | 76.2 |
| Tennessee | 2,244.6 | 2,173.5 | 71.2 | 9,601.2 | 8,427.2 | 1,174.0 |
| Texas (2 districts) | 5,638.5 | 5,445.1 | 193.4 | 22,787.6 | 19,974.9 | 2,812.7 |
| Utah | 520.7 | 494.7 | 26.0 | 2,309.4 | 1,936.5 | 372.9 |
| Vermont | 412.8 | 401.6 | 11.1 | 1,693.9 | 1,506.0 | 187.9 |
| Virginia | 3,074.3 | 2,955.7 | 118.6 | 11,686.6 | 10,355.3 | 1,331.3 |
| Washington (including Alaska) | 3,672.8 | 3,518.5 | 154.3 | 13,963.2 | 12,490.9 | 1,472.3 |
| West Virginia | 1,888.3 | 1,838.2 | 50.1 | 8,046.3 | 7,041.3 | 1,005.0 |
| Wisconsin | 4,993.1 | 4,783.2 | 209.9 | 20,309.4 | 17,852.5 | 2,456.9 |
| Wyoming | 165.1 | 158.3 | 6.8 | 742.5 | 668.6 | 74.0 |

¹ Data are based on warrants covered by the Bookkeeping and Warrants Division of the Treasury Department and therefore differ slightly from tax receipts in tables 1 and 2 which are based on the Daily Statement of the U. S. Treasury. Amounts listed in this table represent collections made in internal revenue collection districts in the respective States and covered into the Treasury. The amount received by a particular district does not neces-

sarily represent taxes paid with respect to employment within the State in which that district is located.

² See table 2, footnote 1.

³ See table 2, footnote 4.

Source: U. S. Treasury Department, Office of the Commissioner of Accounts and Deposits.

may be acquired by the two social security funds in August will bear interest at 2½ percent, a rate lower than that on any securities now held by the funds.

Federal expenditures under the Social Security Act and under programs administered by the Railroad Retirement Board (including net appropriations and transfers to the old age and survivors insurance trust fund and transfers to the railroad retirement account) amounted to \$240 million during July, or 4.6 percent of total Federal expenditures during the month. Federal grants to States and administrative expenses under the Social Security Act were \$19 million more than in July 1941. Almost three-fourths of this increase was accounted for by the grants for old-age assistance. Expenditures for grants under each of the eight programs in table 4, except those for unemployment compensation administration, were higher in July 1942 than in July 1941. Administrative expenses for July 1942 were slightly below those for the corresponding month of last year.

For the fiscal year 1941-42, the Social Security Board certified \$446 million to the Secretary of the Treasury for grants to the States for public assistance and for the administration of State unemployment compensation programs and employment services (table 5). The total amount, and grants to individual States, differ from figures in table 4, page 71, of the August Bulletin because the latter represent checks issued during the year, regardless of the period for which the grants were made, and do not include grants under the Wagner-Peyser Act.

Federal expenditures for the administration of the employment security program in the second half of the fiscal year were on a basis different from that for prior periods of operation. Grants under title III of the Social Security Act have previously been made to States for the administration of State unemployment compensation programs and to defray the expenses of the employment services attributable to the maintenance of certain unemployment compensation functions. In addition, States have allocated funds for the administration of their public employment offices to match Federal grants under the Wagner-Peyser Act.

On January 1, 1942, all State employment offices were transferred to the Social Security Board in accordance with the President's request

of December 19, 1941, addressed to State Governors. Beginning with 1942, the Board has discontinued grants to States under the Wagner-Peyser Act, and States have ceased financial participation in the administration of the U. S. Employment Service. All costs of administration of the national employment service program have been met from Federal funds appropriated under title III of the Social Security Act. Figures shown in the next to the last column of table 5, therefore,

Table 4.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1941-43¹

(In thousands)

| Item | Fiscal year 1941-42 | | Fiscal year 1942-43 | |
|---|-----------------------------|--|-----------------------------|--|
| | Appropriations ² | Expenditures through July ³ | Appropriations ² | Expenditures through July ³ |
| Total..... | \$503,829 | \$50,735 | \$544,688 | \$78,534 |
| Administrative expenses..... | 26,129 | 2,753 | 27,128 | 2,664 |
| Federal Security Agency, Social Security Board ⁴ | 25,655 | 2,154 | 26,642 | 2,069 |
| Department of Labor, Children's Bureau..... | 364 | 31 | 376 | 30 |
| Department of Commerce, Bureau of the Census..... | 110 | 11 | 110 | 34 |
| Department of the Treasury ⁵ | (*) | 557 | (*) | 531 |
| Grants to States..... | 477,700 | 56,982 | 517,560 | 75,870 |
| Federal Security Agency..... | 466,500 | 56,916 | 506,360 | 75,746 |
| Social Security Board..... | 455,500 | 54,359 | 495,300 | 73,126 |
| Old-age assistance..... | 300,000 | 33,402 | 325,000 | 47,177 |
| Aid to dependent children..... | 74,000 | 6,910 | 78,000 | 11,543 |
| Aid to the blind..... | 9,000 | 918 | 8,710 | 1,305 |
| Unemployment compensation administration..... | 72,500 | 713,129 | 79,650 | 713,102 |
| Public Health Service: | | | | |
| Public health work..... | 11,000 | 2,557 | 11,000 | 2,619 |
| Department of Labor, Children's Bureau..... | 11,200 | 66 | 11,200 | 125 |
| Maternal and child health services..... | 5,820 | 1 | 5,820 | 5 |
| Services for crippled children..... | 3,870 | 13 | 3,870 | 39 |
| Child welfare services..... | 1,510 | 52 | 1,510 | 81 |

¹ Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$112,000 was appropriated for 1941-42 and \$95,120 for 1942-43 for administration in the Office of Education, and \$2,650,000 for 1941-42 and \$2,900,000 for 1942-43 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,742,481 for 1941-42 and \$1,419,680 for 1942-43 in addition to grants to States shown in this table.

² Excludes unexpended balance of appropriations for previous fiscal year. Appropriations for 1941-42 include additional appropriation of \$40,000,000 approved Apr. 28, 1942.

³ Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

⁴ Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act prior to Jan. 1, 1942. See footnote 7.

⁵ Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

⁶ Not available.

⁷ Prior to Jan. 1, 1942, includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program, and excludes grants to States for employment service administration under the Wagner-Peyser Act. Since Jan. 1, 1942, includes grants for unemployment compensation administration and Federal expenditures for operation of employment services in the States.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

Table 5.—Advances certified¹ by the Social Security Board to the Secretary of the Treasury for Federal grants to States for public assistance² and for administration of unemployment compensation laws and State employment services,³ fiscal year 1941-42

[In thousands]

| State | Public assistance ² | | | Employment security ³ | | | |
|---------------------------|--------------------------------|---------------------------|------------------|----------------------------------|---|--|---|
| | Old-age assistance | Aid to dependent children | Aid to the blind | Under Social Security Act | | | Under the Wagner-Peyser Act, July-December 1941 |
| | | | | Total | Unemployment compensation, 1941-42, and employment services, July-December 1941 | Employment services administered by the Social Security Board, January-June 1942 | |
| Total..... | \$207,356.9 | \$60,380.6 | \$7,946.9 | \$69,644.8 | \$51,996.6 | \$17,648.2 | \$1,506.0 |
| Alabama..... | 1,080.2 | 516.6 | 39.5 | 778.5 | 532.2 | 246.3 | 32.5 |
| Alaska..... | 281.7 | (⁴) | (⁵) | 78.5 | 62.9 | 15.6 | 6.3 |
| Arizona..... | 1,991.8 | 503.6 | 84.7 | 332.0 | 178.1 | 154.0 | (⁶) |
| Arkansas..... | 1,351.7 | 577.8 | 78.6 | 723.4 | 486.4 | 237.0 | 22.5 |
| California..... | 36,384.1 | 3,429.0 | 1,748.9 | 5,221.6 | 4,075.5 | 1,146.2 | 78.1 |
| Colorado..... | 8,767.0 | 1,235.7 | 136.1 | 475.4 | 319.4 | 156.0 | 12.7 |
| Connecticut..... | 3,182.1 | 215.4 | 34.4 | 1,317.5 | 1,015.5 | 302.0 | 22.9 |
| Delaware..... | 183.6 | 121.3 | (⁵) | 219.7 | 181.9 | 37.9 | 6.4 |
| District of Columbia..... | 571.2 | 263.8 | 49.3 | 562.6 | 313.2 | 249.4 | (⁷) |
| Florida..... | 3,425.7 | 711.7 | 262.5 | 777.7 | 592.2 | 185.6 | 22.0 |
| Georgia..... | 3,159.5 | 617.3 | 138.9 | 1,019.5 | 776.0 | 243.4 | 37.5 |
| Hawaii..... | 155.4 | 242.0 | 8.3 | 139.0 | 117.3 | 21.7 | 7.8 |
| Idaho..... | 1,403.4 | 607.5 | 40.4 | 298.0 | 229.8 | 68.3 | 6.3 |
| Illinois..... | 23,590.5 | 2,878.6 | (⁵) | 4,780.5 | 3,570.4 | 1,210.1 | 92.4 |
| Indiana..... | 8,169.9 | 2,766.7 | 349.5 | 1,915.2 | 1,384.9 | 530.3 | 39.6 |
| Iowa..... | 7,426.0 | (⁵) | 256.7 | 674.5 | 488.6 | 185.8 | 29.7 |
| Kansas..... | 4,168.0 | 1,245.3 | 209.1 | 540.8 | 350.9 | 189.9 | 30.0 |
| Kentucky..... | 3,338.4 | (⁵) | (⁵) | 855.3 | 628.0 | 227.3 | 32.2 |
| Louisiana..... | 3,109.8 | 2,661.8 | 150.5 | 842.9 | 622.1 | 220.8 | 26.7 |
| Maine..... | 1,993.2 | 372.9 | 163.4 | 438.3 | 332.4 | 106.9 | 9.8 |
| Maryland..... | 1,947.8 | 1,213.3 | 90.6 | 837.3 | 640.3 | 188.0 | 20.6 |
| Massachusetts..... | 16,453.4 | 2,832.3 | 174.4 | 3,161.7 | 2,433.8 | 727.8 | 48.8 |
| Michigan..... | 10,636.3 | 3,922.3 | 224.3 | 3,760.0 | 2,723.8 | 1,036.2 | 61.2 |
| Minnesota..... | 8,750.3 | 1,862.0 | 188.4 | 1,364.5 | 1,038.8 | 325.8 | 31.6 |
| Mississippi..... | 1,548.8 | 304.3 | 81.2 | 515.8 | 352.7 | 163.1 | 24.7 |
| Missouri..... | 9,430.9 | 2,172.1 | (⁵) | 2,222.5 | 1,592.2 | 630.3 | 45.0 |
| Montana..... | 1,733.8 | 501.6 | 51.8 | 311.6 | 234.4 | 77.2 | 6.5 |
| Nebraska..... | 3,343.9 | 1,084.1 | 98.0 | 430.7 | 298.9 | 131.8 | 14.9 |
| Nevada..... | 437.4 | (⁵) | (⁵) | 186.4 | 152.0 | 34.4 | 4.5 |
| New Hampshire..... | 1,005.1 | 159.9 | 49.8 | 340.3 | 246.0 | 91.3 | 7.5 |
| New Jersey..... | 4,134.3 | 1,882.1 | 119.8 | 3,165.0 | 2,503.0 | 662.0 | 53.0 |
| New Mexico..... | 499.4 | 380.5 | 30.8 | 194.9 | 144.6 | 50.3 | 6.0 |
| New York..... | 19,315.3 | 5,697.5 | 538.2 | 8,838.6 | 6,987.2 | 1,851.5 | 132.4 |
| North Carolina..... | 2,522.1 | 1,141.8 | 225.0 | 1,147.1 | 827.6 | 319.5 | 41.6 |
| North Dakota..... | 1,125.4 | 539.2 | 20.9 | 228.8 | 164.0 | 64.8 | 7.3 |
| Ohio..... | 20,262.0 | 2,534.6 | 559.2 | 3,814.3 | 2,862.8 | 951.5 | 76.2 |
| Oklahoma..... | 9,017.3 | 2,372.3 | 263.5 | 789.4 | 528.2 | 261.2 | 26.4 |
| Oregon..... | 2,946.8 | 422.8 | 77.2 | 957.6 | 717.6 | 239.9 | 12.5 |
| Pennsylvania..... | 14,363.5 | 10,890.5 | (⁵) | 5,663.7 | 4,226.6 | 1,437.1 | 137.0 |
| Rhode Island..... | 1,068.2 | 315.2 | 13.3 | 685.2 | 509.7 | 175.5 | 8.7 |
| South Carolina..... | 1,175.5 | 480.8 | 56.3 | 599.3 | 441.1 | 158.3 | 21.5 |
| South Dakota..... | 1,774.2 | 329.1 | 27.1 | 179.5 | 124.7 | 54.9 | 7.3 |
| Tennessee..... | 2,663.5 | 1,648.0 | 121.7 | 1,028.0 | 751.4 | 276.6 | 38.9 |
| Texas..... | 19,462.2 | 813.8 | 336.4 | 2,351.0 | 1,679.9 | 771.2 | 74.9 |
| Utah..... | 2,490.4 | 874.1 | 30.0 | 366.1 | 269.2 | 96.8 | 6.3 |
| Vermont..... | 551.0 | 145.8 | 23.6 | 234.3 | 179.9 | 54.3 | 5.0 |
| Virginia..... | 1,260.4 | 692.0 | 103.5 | 871.3 | 661.9 | 209.4 | 20.3 |
| Washington..... | 13,121.1 | 1,152.3 | 226.7 | 1,367.9 | 1,019.8 | 348.1 | 19.6 |
| West Virginia..... | 2,340.1 | 1,886.0 | 141.9 | 736.8 | 556.1 | 180.7 | 22.5 |
| Wisconsin..... | 7,702.2 | 1,987.4 | 299.2 | 1,127.7 | 826.6 | 301.1 | 35.6 |
| Wyoming..... | 541.5 | 175.8 | 23.4 | 176.5 | 132.5 | 44.0 | 5.0 |

¹ Advances are certified for specified period of operation which is not necessarily period in which certification is made.

² Figures not comparable with those on amount of obligations incurred for payments to recipients.

³ Up to Jan. 1, 1942, operations of the U. S. Employment Service were financed from 3 sources: State funds, matching Federal grants to States under the Wagner-Peyser Act, and Federal grants under title III of the Social Security Act; since Jan. 1, 1942, the USES has been administered by the Social Security Board and financed solely from title III funds. Data from the Treasury presented in other tables of this section do not segregate employment

service from unemployment compensation grants under the Social Security Act.

⁴ Does not include \$1,012,100 expended for postage.

⁵ No plan approved by the Social Security Board.

⁶ Since July 20, 1941, the Arizona employment service has been maintained by the Social Security Board as a division of its Bureau of Employment Security.

⁷ Not available, because funds for the District of Columbia employment service were included in funds of the Federal Bureau of Employment Security.

Source: Social Security Board, Bureau of Accounts and Audits.

Table 6.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-42

[In thousands]

| Period | Receipts | | Expenditures | | Assets | | | |
|-----------------------------------|---|--------------------------------|-------------------------------|---|---|---|--|-------------------------------|
| | Transfers and appropriations to trust fund ¹ | Interest received ² | Benefit payments ³ | Reimbursement for administrative expenses | Net total of Treasury notes and bonds acquired ⁴ | Cash with disbursing officer at end of period | Credit of fund account at end of period ⁵ | Total assets at end of period |
| Cumulative through July 1942..... | \$3,338,131 | \$214,097 | \$220,740 | \$68,156 | \$3,191,634 | \$19,389 | \$52,309 | \$3,263,332 |
| Fiscal year: | | | | | | | | |
| 1936-37..... | 265,000 | 2,262 | 27 | ----- | 267,100 | 73 | 62 | 267,235 |
| 1937-38..... | 387,000 | 15,412 | 5,404 | ----- | 395,200 | 1,931 | 113,012 | 777,243 |
| 1938-39..... | 503,000 | 29,951 | 13,892 | ----- | 514,900 | 3,036 | 66 | 1,180,302 |
| 1939-40..... | 550,000 | 42,489 | 15,805 | 12,288 | 590,900 | 6,098 | 500 | 1,744,698 |
| 1940-41..... | 688,141 | 55,958 | 64,342 | 26,840 | 642,500 | 10,778 | 6,238 | 2,397,615 |
| 1941-42..... | 895,619 | 71,007 | 110,281 | 26,766 | 821,034 | 20,384 | 5,176 | 3,227,194 |
| 1941 | | | | | | | | |
| July..... | 44,815 | 9 | 7,465 | 2,201 | -10,000 | 13,310 | 48,864 | 2,432,774 |
| August..... | 159,525 | 40 | 7,906 | 2,201 | -10,000 | 15,400 | 206,231 | 2,582,231 |
| September..... | 3,366 | 81 | 8,060 | 2,201 | 195,400 | 12,332 | 7,064 | 2,576,417 |
| October..... | 45,674 | 88 | 8,289 | 2,210 | -10,000 | 14,040 | 50,640 | 2,610,680 |
| November..... | 168,458 | 113 | 8,406 | 2,210 | -10,000 | 15,631 | 217,005 | 2,768,637 |
| December..... | 4,323 | 241 | 9,070 | 2,210 | 200,400 | 16,530 | 8,992 | 2,761,921 |
| 1942 | | | | | | | | |
| January..... | 38,579 | 169 | 9,266 | 2,142 | -10,000 | 17,260 | 45,601 | 2,789,261 |
| February..... | 181,446 | 190 | 9,639 | 2,142 | 34,334 | 17,614 | 180,422 | 2,959,117 |
| March..... | 2,773 | 460 | 10,275 | 2,142 | 162,600 | 17,309 | 9,289 | 2,949,932 |
| April..... | 39,173 | 237 | 10,376 | 2,369 | -10,000 | 16,930 | 46,333 | 2,976,597 |
| May..... | 203,740 | 261 | 10,715 | 2,369 | 14,000 | 16,210 | 223,969 | 3,167,514 |
| June..... | 3,747 | 69,118 | 10,815 | 2,369 | 274,300 | 20,384 | 5,176 | 3,227,194 |
| July..... | 49,371 | 18 | 10,989 | 2,262 | -10,000 | 19,389 | 52,309 | 3,263,332 |

¹ Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

² Interest on investments held is credited annually in June; on investments redeemed, in month of redemption.

³ Based on checks cashed and returned to the Treasury.

⁴ Minus figures represent net total of notes redeemed.

⁵ Prior to July 1940, includes balance of appropriation available for transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

Table 7.—Status of the railroad retirement account, by specified period, 1936-42

[In thousands]

| Period | Receipts | | | Transfers from appropriation to trust fund | Benefit payments ¹ | Assets at end of period | | | |
|-----------------------------------|---------------------|-------------------|-----------|--|-------------------------------|--------------------------|---|---------------------------------|-----------|
| | Amount appropriated | Interest received | Total | | | 3-percent Treasury notes | To credit of appropriation ² | To credit of disbursing officer | Total |
| Cumulative through July 1942..... | \$854,151 | \$11,586 | \$865,737 | \$751,951 | \$556,960 | \$195,000 | \$102,237 | \$11,540 | \$308,777 |
| Fiscal year: | | | | | | | | | |
| Through June 1938..... | 146,500 | 1,411 | 147,911 | 146,406 | 79,849 | 66,200 | 234 | 1,628 | 68,062 |
| 1938-39..... | 118,250 | 2,202 | 120,452 | 107,094 | 105,774 | 67,200 | 13,206 | 2,334 | 82,740 |
| 1939-40..... | 120,150 | 2,283 | 122,433 | 120,650 | 113,099 | 79,400 | 10,847 | 1,826 | 92,073 |
| 1940-41..... | \$113,600 | 2,534 | 116,134 | 124,350 | 121,174 | 74,000 | 2,503 | 10,530 | 87,033 |
| 1941-42..... | 140,850 | 3,143 | 143,993 | 140,860 | 126,244 | 91,500 | 1,597 | 11,686 | 104,782 |
| 1941 | | | | | | | | | |
| July..... | 140,850 | ----- | 140,850 | 46,350 | 10,295 | 107,850 | 94,504 | 15,234 | 217,588 |
| August..... | ----- | 25 | 25 | 0 | 10,314 | 101,850 | 94,531 | 10,919 | 207,299 |
| September..... | ----- | 73 | 73 | 0 | 10,421 | 91,000 | 94,580 | 11,371 | 196,951 |
| October..... | ----- | 97 | 97 | 31,500 | 10,596 | 112,000 | 63,103 | 11,350 | 186,452 |
| November..... | ----- | 124 | 124 | 0 | 10,357 | 101,500 | 63,128 | 11,592 | 176,220 |
| December..... | ----- | 156 | 156 | 0 | 10,690 | 90,500 | 63,160 | 12,017 | 165,677 |
| 1942 | | | | | | | | | |
| January..... | ----- | 176 | 176 | 31,500 | 10,485 | 111,500 | 31,687 | 12,181 | 155,368 |
| February..... | ----- | 193 | 193 | 0 | 10,458 | 101,500 | 31,702 | 11,901 | 145,103 |
| March..... | ----- | 215 | 215 | 0 | 10,691 | 91,000 | 31,718 | 11,910 | 134,628 |
| April..... | ----- | 233 | 233 | 31,500 | 10,776 | 112,000 | 238 | 11,846 | 124,085 |
| May..... | ----- | 259 | 259 | 0 | 10,393 | 101,500 | 264 | 12,186 | 113,950 |
| June..... | ----- | 1,591 | 1,591 | 0 | 10,759 | 91,500 | 1,597 | 11,686 | 104,782 |
| July..... | 214,801 | 14 | 214,815 | 112,601 | 10,820 | 195,000 | 102,239 | 11,540 | 308,777 |

¹ Based on checks cashed and returned to the Treasury.

² Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

³ Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

are not grants to States; they represent, instead, Federal expenditures during the period January-June 1942 for the administration of the employment service of each State.

Old-Age and Survivors Insurance Trust Fund

Contributions appropriated to the old-age and survivors insurance trust fund—equal to taxes collected under the Federal Insurance Contributions Act—amounted to \$49.4 million in July 1942 (table 6). During the month, \$10 million of 3-percent old-age reserve account notes were redeemed, and the entire sum was made available to the account of the disbursing officer. Benefit payments (on a checks-cashed basis) under the old-age and survivors insurance program amounted to \$11 million, or 1.6 percent more than the amount for June. As in previous months, one-third of the quarterly reimbursement for administrative expenses was deducted from the total assets of the fund in advance of actual repayment to the Treasury at the end of the quarter. The July deduction of \$2.3 million indicates a total reimbursement during the first quarter of the present fiscal year of approximately \$6.8 million,

or \$321,000 less than reimbursements in the preceding quarter. Assets of the old-age and survivors insurance trust fund increased \$36.1 million in July to a total of \$3,263 million at the end of the month.

Railroad Retirement Account and Administrative Expenses

The 1942-43 appropriation to the railroad retirement account was \$214.8 million (table 7). Of this amount, \$112.6 million was transferred to the trust fund during July. Benefit payments for the month totaled \$10.8 million, and additional investments in 3-percent special Treasury notes, \$103.5 million. At the end of July, assets of the account amounted to \$308.8 million, consisting of \$195.0 million in Treasury notes, \$11.5 million in cash to the credit of the disbursing officer, and a balance of \$102.2 million in the appropriation account.

The appropriation for administrative expenses of the railroad retirement system for the new fiscal year was \$3.0 million, of which \$224,000 was obligated for expenditure during July. For the preceding fiscal year, the Board received \$3.2 million for retirement administration and actual

Table 8.—Status of the unemployment trust fund, by specified period, 1936-42¹

[In thousands]

| Period | Total assets at end of period | Net total of Treasury certificates and bonds acquired ² | Unexpended balance at end of period | Undistributed interest at end of period ³ | State accounts | | | | Railroad unemployment insurance account | | | |
|-----------------------------------|-------------------------------|--|-------------------------------------|--|----------------|-------------------|--------------------------|--------------------------|---|-------------------|------------------|---------------------------------------|
| | | | | | Deposits | Interest credited | Withdrawals ⁴ | Balance at end of period | Deposits | Interest credited | Benefit payments | Balance at end of period ⁵ |
| Cumulative through July 1942..... | \$3,170,833 | \$3,162,000 | \$8,833 | \$6 | \$4,769,233 | \$190,252 | \$2,054,997 | \$2,904,487 | \$181,940 | \$8,685 | \$41,596 | \$266,338 |
| Fiscal year: | | | | | | | | | | | | |
| 1936-37..... | 312,389 | 293,386 | 94 | 291,703 | 2,737 | 1,000 | 312,389 | | | | | |
| 1937-38..... | 884,247 | 559,705 | 12,247 | 747,690 | 15,172 | 190,975 | 884,247 | | | | | |
| 1938-39..... | 1,280,539 | 395,000 | 13,539 | 811,251 | 28,857 | 441,795 | 1,280,539 | | | | | |
| 1939-40..... | 1,724,862 | 443,000 | 14,862 | 859,864 | 37,524 | 484,764 | 1,693,164 | | | | 14,552 | 31,699 |
| 1940-41..... | 2,283,658 | 563,000 | 10,658 | 892,023 | 45,893 | 537,343 | 2,093,737 | | 44,249 | 3,059 | 17,784 | 189,921 |
| 1941-42..... | 3,180,103 | 866,000 | 11,103 | 1,095,991 | 61,998 | 368,070 | 2,883,654 | | 76,266 | 5,424 | 9,072 | 266,447 |
| 1941 | | | | | | | | | | | | |
| July..... | 2,336,948 | 60,000 | 3,948 | 77,970 | | 28,276 | 2,143,431 | | 45 | | 366 | 193,509 |
| August..... | 2,488,016 | 140,000 | 9,016 | 175,928 | | 24,889 | 2,294,470 | | 516 | | 487 | 193,538 |
| September..... | 2,487,541 | 0 | 8,541 | 7,446 | | 55 | 2,278,301 | | 16,293 | 5 | 596 | 209,240 |
| October..... | 2,541,283 | 59,000 | 3,283 | 73,654 | | 19,408 | 2,332,547 | | 78 | | 615 | 208,703 |
| November..... | 2,712,734 | 168,000 | 6,734 | 191,377 | | 20,263 | 2,503,721 | | 845 | | 567 | 208,980 |
| December..... | 2,744,358 | 26,000 | 12,358 | 12,026 | | 28,694 | 2,516,399 | | 17,288 | 2,510 | 820 | 227,958 |
| 1942 | | | | | | | | | | | | |
| January..... | 2,775,418 | 39,000 | 4,418 | 75,307 | | 43,104 | 2,548,602 | | 96 | | 1,257 | 226,797 |
| February..... | 2,939,810 | 152,000 | 16,810 | 202,170 | | 37,178 | 2,713,594 | | 707 | | 1,326 | 226,178 |
| March..... | 2,923,153 | -13,000 | 13,153 | 9,130 | | 44,666 | 2,678,188 | | 20,116 | 11 | 1,342 | 244,963 |
| April..... | 2,928,424 | 4,000 | 14,424 | 43,169 | | 37,136 | 2,684,221 | | 4 | | 903 | 244,064 |
| May..... | 3,115,015 | 192,000 | 9,015 | 219,232 | | 32,709 | 2,870,744 | | 616 | | 549 | 244,131 |
| June..... | 3,180,103 | 33,000 | 11,103 | 8,582 | | 33,118 | 2,883,654 | | 19,661 | 2,898 | 243 | 266,447 |
| July..... | 3,170,833 | 23,000 | 8,833 | 6 | | 31,050 | 2,904,487 | | 78 | | 187 | 266,338 |

¹ Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

² Minus figures represent net total of certificates redeemed.

³ Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

⁴ Includes transfers from State accounts to railroad unemployment insurance account amounting to \$105,901,000.

⁵ Includes transfers from railroad unemployment insurance administration fund amounting to \$11,409,667.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

expenditures totaled \$2.9 million, or 2.3 percent of benefit payments.

Obligations incurred during July to pay employers for verifying records of service and compensation prior to 1937 amounted to \$330,000, leaving an unobligated balance of \$2.3 million in the special fund of \$9.0 million appropriated for this purpose. According to the congressional resolution authorizing this program, employers must furnish completed records not later than June 30, 1943.

Unemployment Trust Fund

Receipts of the unemployment trust fund totaled \$52.0 million in July. The Railroad Retirement Board deposited \$78,000 of this amount in the railroad unemployment insurance account, \$6,000 consisted of interest on redeemed certificates, and

the remaining \$51.9 million was deposited by the States to their individual accounts (table 8). Withdrawals of \$31.0 million from State accounts for benefit payments represented the first increase since March, but in spite of the increase, withdrawals were at a lower level than in any previous month of 1942 with the exception of June. A large part of this increase is attributable to the fact that a new benefit year began in New York on June 1. Railroad unemployment insurance benefits continued to decline and amounted to \$187,000 during the month.

The \$23.0 million of new 2½-percent special certificates of indebtedness acquired during July raised the total investments of the fund to \$3,162 million. Total assets at the end of July were \$20.7 million more than at the end of June.

Recent Publications in the Field of Social Security

WAR AND SOCIAL SERVICES

BODETTE, EDWARD J. "Salesmen Train for Tasks of War." *Employment Security Review*, Washington, Vol. 9, No. 7 (July 1942), pp. 19 ff.

Discusses organized efforts in Toledo for training and placing salesmen.

BONWIT, JAY A. "Mobilizing Our Manpower." *Modern Lithography*, New York, Vol. 10, No. 7 (July 1942), pp. 26-27 ff.

How labor-market control may affect the lithographic industry.

"Canada's Land Army." *Canadian Welfare*, Ottawa, Vol. 18, No. 3 (July 15, 1942), pp. 33-35.

"A brief summary of steps taken to meet the acute shortage of farm labour" in four Canadian provinces.

CORSON, JOHN J. "Recruiting Students for Farm Work." *American Teacher*, Chicago, Vol. 26, No. 8 (May 1942), pp. 10-11.

CORSON, JOHN J. "Wasting of Manpower." *Atlantic Monthly*, Boston, Vol. 170, No. 2 (August 1942), pp. 75-78.

An explanation, with examples, of many of the ways in which the country is failing to use its labor supply effectively in the war effort.

"The Dependents' Board of Trustees and Family Welfare Services." *Canadian Welfare*, Ottawa, Vol. 18, No. 3 (July 15, 1942), pp. 6-10.

A nonstatistical account of the first 6 months of operation of the Canadian Dependents' Board of Trustees,

which administers the Dependents' Supplementary Grants Fund for members of the armed forces.

"Dominion-Provincial Agreement on Day Nurseries." *Canadian Welfare*, Ottawa, Vol. 18, No. 3 (July 15, 1942), pp. 11-12.

Outlines an agreement recently signed by the Dominion Government of Canada and the Province of Ontario.

EMERSON, HAVEN. "Civilian Health in War Time." *Journal of the American Medical Association*, Chicago, Vol. 119, No. 17 (Aug. 22, 1942), pp. 1389-1392.

FANCHER, ALBERT. "Placing the Displaced Worker." *Barron's*, New York, Vol. 22, No. 30 (July 27, 1942), p. 18.

Some ways in which the U. S. Employment Service and private organizations are helping to find places in war production for displaced workers.

GLEASON, CLYDE W. "They Are Coming Back." *Bulletin of the Connecticut Employment Security Division and U. S. Employment Service*, Hartford, Vol. 7, No. 7 (July 1942), pp. 2-3 ff.

The problem of large-scale vocational rehabilitation occasioned by labor-market shortages and the return of recently disabled veterans.

GRUENBERG, SIDONIE MATSNER, Editor. *The Family in a World at War*. New York and London: Harper, 1942. 297 pp.

Twenty papers dealing with morale, nutrition, selective service, and other issues affecting family security, by Pearl Buck, Dorothy Canfield Fisher, Eleanor D. Roosevelt, Paul V. McNutt, and others.

HUTCHINSON, ELIOT D. "How to Improve Morale." *Hygeia*, Chicago, Vol. 20, No. 8 (August 1942), pp. 570-571 ff.

The effect of economic security on morale.

"The I. L. O. and Plans for a 'People's Peace': The London Meeting of the Emergency Committee, April 1942." *International Labour Review*, Montreal, Vol. 46, No. 1 (July 1942), pp. 1-43.

An extensive review of the first meeting of the Emergency Committee, which has been delegated by the governing body of the I. L. O. to act on its behalf. Speeches of members are presented to show the general and specific role of the I. L. O. in post-war reconstruction. Public works, migration, agriculture, and the textile industry are among the topics discussed.

ISLES, K. S. "The Building of a War Economy." *Economic Record*, Melbourne, Vol. 18, No. 34 (June 1942), pp. 58-74.

An analysis of requirements for manpower in South Australia and of methods for ensuring its full utilization.

"Labour Supply Policy in Great Britain." *International Labour Review*, Montreal, Vol. 46, No. 2 (August 1942), pp. 190-195.

Data on manpower mobilization, control of employment, employment of women, use of children in agriculture, and traveling facilities for transferred workers.

LIVCHEN, RENE. "Wartime Developments in German Wage Policy." *International Labour Review*, Montreal, Vol. 46, No. 2 (August 1942), pp. 136-165.

MCNUTT, PAUL V. "Are You Ready?" *Tennessee Public Welfare Record*, Nashville, Vol. 5, No. 7 (July 1942), pp. 3-4 ff.

The importance of using existing organizations for defense health and welfare work.

NORTHERN IRELAND. SELECT COMMITTEE ON UNEMPLOYMENT IN NORTHERN IRELAND. *Final Report . . . Together With Proceedings of the Committee and Minutes of Evidence*. Belfast: H. M. Stationery Office, 1942. 99 pp. (House of Commons Paper 552.)

Post-war housing projects, decentralization of industry, and construction of transportation facilities receive special attention in the Committee's proceedings and report. Cash unemployment benefits are not considered. The Committee recommends control of industry, agriculture, and prices for a period after the war.

PALMER, GLADYS L., assisted by COHN, SAMUEL M. *War Labor Supply Problems of Philadelphia and Its Environs*. Philadelphia: Industrial Research Department, Wharton School of Finance and Commerce, University of Pennsylvania, June 1942. 54 pp. Processed. (Research Report No. 5.)

Gives special attention to employer hiring practices as modified by labor-market changes. A comparison of the present labor-supply situation and that of the first world war is included.

"Rationing" of Man-Power on Priority Basis in Canada;

'Control of Employment Regulations' Established by Order in Council." *Labour Gazette*, Ottawa, Vol. 42, No. 6 (June 1942), pp. 675-677.

"Recent Amendment Credits All War Service." *Monthly Review of the Railroad Retirement Board*, Chicago, Vol. 3, No. 5 (May-June 1942), pp. 116-120 ff. Processed.

An explanation of Public, No. 520, 77th Congress, "providing for the crediting of current military service under the Railroad Retirement Acts."

RICHARDSON, WILLIAM ALAN. "The Medical Recruiting Fracas." *Medical Economics*, Rutherford, N. J., Vol. 19, No. 10 (July 1942), pp. 31-34 ff.

Outlines the status of supply of physicians for Army service. Other articles in this issue present information respecting medical service with the armed forces.

RIEHL, EDWARD P. *War and Economic Conditions; Their Effect on Retirement Systems—Military Leaves of Absence, Declining Interest Returns, Payroll Deductions*. [Chicago: Municipal Finance Officers Association of the United States and Canada, 1942.] 11 pp. Processed.

SOULE, GEORGE. "Full Employment After the War." *New Republic*, New York, Vol. 107, No. 6 (Aug. 10, 1942), pp. 167-169.

STONE, WALTER. "Community Organization for War-Time Welfare Services." *Tennessee Public Welfare Record*, Nashville, Vol. 5, No. 7 (July 1942), pp. 5 ff.

STONER, JOHN E., and FIELD, OLIVER P. *Public Health Services in an Indiana Defense Community*. Bloomington: Bureau of Government Research, Indiana University, 1942. 83 pp.

Detailed historical, administrative, and health information on the Charlestown, Ind., area, which has grown rapidly from the establishment of defense industries. First of two studies on the subject.

SULLIVAN, FRANCES, and ROSE, MILTON. "Public Health Planning for War Needs: Order or Chaos?" *American Journal of Public Health*, New York, Vol. 32, No. 8 (August 1942), pp. 831-836.

Explains the organization and health functions of the Office of Defense Health and Welfare Services and the Office of Civilian Defense, and notes cooperation and allocation of responsibility among these and other groups in the health field.

"32,000,000 Americans, War, and the U. S. Employment Service." *Employment Security Review*, Washington, Vol. 9, No. 7 (July 1942), pp. 3-18.

Brief articles on different aspects of the problem of minorities in the labor market. Includes data on racial groups, training, Federal policies, and local attitudes and practices.

TRUESDELL, LEON E. "Taking Inventory of Nation's Population as Aid to War." *Domestic Commerce*, Washington, Vol. 30, No. 3 (July 16, 1942), pp. 7-10. Processed.

Methods employed in the 1940 census and their significance for wartime policies in allocating labor and formulating plans for taxation and draft deferment.

U. S. CONGRESS. HOUSE. SELECT COMMITTEE INVESTIGATING NATIONAL DEFENSE MIGRATION. *Fourth Interim Report: Findings and Recommendations on Evacuation of Enemy Aliens and Others From Prohibited Military Zones*. Washington: U. S. Government Printing Office, May 1942. 362 pp. (77th Cong., 2d sess. H. Rept. 2124.)

A record of enemy alien evacuation and the Committee's recommendations, supplemented with extensive documentation—governmental and private—on the subject of dealing with enemy nationals in this country.

U. S. WAR MANPOWER COMMISSION. *Work Will Win; The Story of Manpower*. Washington, June 1, 1942. 24 pp. Processed.

WILSON, J. S. G. "Further Developments in Australia's War Economy (October, 1941 to April, 1942)." *Economic Record*, Melbourne, Vol. 18, No. 34 (June 1942), pp. 43-57.

Data on financial and economic policy, including the organization of manpower and industry.

GENERAL

BRANCH, MARY SYDNEY. "Consumer Expenditures in the Low Income Group." *Social Service Review*, Chicago, Vol. 16, No. 2 (June 1942), pp. 256-277.

Some of the significant facts revealed by the Study of Consumer Purchases and their importance to social workers.

"Changes in the French Social Insurance Scheme." *International Labour Review*, Montreal, Vol. 46, No. 1 (July 1942), pp. 88-91.

DILLON, CONLEY HALL. *International Labor Conventions; Their Interpretation and Revision*. Chapel Hill: University of North Carolina Press, 1942. 272 pp.

The broad field of adjusting international law to changing conditions is made specific in this study of the manner in which the conventions, or agreements, of the International Labor Organization have been interpreted and revised. The author explains the procedure of making a convention; the problem, practice, and legal issues of revising such conventions; and the function of interpretation, including international and national interpretations. A final chapter deals with the effects on treaty law and techniques. Foreword by John G. Winant, and a bibliography classified as to primary and secondary sources.

"Eighth Pan American Child Congress." *The Child*, Washington, Vol. 6, No. 12 (June 1942), pp. 297-306.

INTERNATIONAL LABOR OFFICE. *Year Book of Labour Statistics, 1941. Sixth Year*. In French, English, and Spanish. Montreal: The Office, 1942. 203 pp.

Contains substantially the same types of information

as presented in previous issues, and appears for the first time in three languages. There is an increase in data for the Latin American countries, and new tables on the percentages of population gainfully occupied in different age groups and on indexes of international comparisons of the cost of food. The main divisions are total and gainfully occupied population, employment and unemployment, hours, wages, cost of living, and retail prices, family living studies, migration, and industrial accidents. An appendix of economic statistics deals with production, wholesale prices, exchange rates, and the value of currencies as percentage of their gold parity in 1929.

"Labor Conditions in British Central Africa." *International Labour Review*, Montreal, Vol. 46, No. 1 (July 1942), pp. 44-48.

MARYLAND. LEGISLATIVE COUNCIL. RESEARCH DIVISION. *Industrial Life Insurance in Maryland*. Baltimore, 1942. 65 pp. Processed. (Research Report No. 11.)

In accordance with the Maryland House of Delegates resolution requesting the report, this study pays special attention to practices with respect to lapses and cash surrender values.

"Payments to the Sick, the Injured and the Aged." *National Insurance Gazette*, London, Vol. 31, No. 1574 (July 16, 1942), pp. 340-341.

A tabulation of "benefit and allowance under various schemes of benefit, pensions, compensation and assistance" in Great Britain.

"The Question of Family Allowances in Great Britain." *International Labour Review*, Montreal, Vol. 46, No. 2 (August 1942), pp. 218-220.

Chiefly data from the official memorandum issued last May by the Chancellor of the Exchequer.

TANNER, H. G. "Family Allowances." *Labour Management*, London, June 1942, pp. 83-84.

An argument for governmental family allowances written by the managing director of a Bristol firm.

"The Work of the Peruvian Social Insurance Fund." *International Labour Review*, Montreal, Vol. 46, No. 1 (July 1942), pp. 91-94.

OLD-AGE AND SURVIVORS INSURANCE

BROWN, EDWARD D., JR. *Actuarial Requirements in a Retirement System; The Functions, Duties and Responsibilities of the Actuary in the Formation and Operation of a System*. [Chicago: Municipal Finance Officers Association of the United States and Canada, 1942.] 11 pp. Processed.

One of a number of papers here noted which were presented at a conference held in June 1942 under the auspices of the Committee on Public Employee Retirement Administration of the Municipal Finance Officers Association.

DOBSON, RAY R. *Accounts and Records; Essentials of an*

Effective Plan of Accounts and Records for a Retirement System—Basic Records Required—Financial Reports—Audits. [Chicago: Municipal Finance Officers Association of the United States and Canada, 1942.] 10 pp. Processed.

GABRIEL, A. G. *Social Security—Historical Development—Basic Principles of Social Security Act—Benefit Provisions—Comparison With Local Systems.* [Chicago: Municipal Finance Officers Association of the United States and Canada, 1942.] 20 pp. Processed.

Gives examples and arguments to show that public employees would not benefit by giving up local retirement systems for coverage under the Social Security Act.

HANSEN, ARTHUR STEDRY. *Retirement Planning Under Today's Conditions; Essential Provisions—Principles To Be Observed; Steps To Be Followed in the Formulation of New Plans and Modification of Existing Plans.* [Chicago: Municipal Finance Officers Association of the United States and Canada, 1942.] 13 pp. Processed.

HOGUE, WILSON E. *Proposed Federal Legislation; Possible Effect on Existing Retirement Systems—What Can Be Done To Bring About the Extension of Local Retirement Plans for Public Employees—Steps To Be Taken for Their Protection Against Federal Encroachment.* [Chicago: Municipal Finance Officers Association of the United States and Canada, 1942.] 17 pp. Processed.

Describes bills for old-age security before the present session of Congress and considers the arguments for and against extension of old-age and survivors insurance to public employees. Includes suggestions for the betterment of existing public employee plans.

NEW YORK STATE. DEPARTMENT OF AUDIT AND CONTROL. *Twenty-first Report of the Comptroller on the Operation of the State Employee's Retirement System, Together With the Report of the Actuary on the Twenty-first Valuation of Its Assets and Liabilities, as of June 30, 1941.* Albany, 1942. 58 pp. (Legislative Document No. 54.)

PARK EMPLOYEES' ANNUITY AND BENEFIT FUND, CHICAGO. *Annual Report to the Participants for the Year Ended June 30, 1942.* Chicago: The Fund, 1942. 23 pp.

U. S. BUREAU OF THE CENSUS. *Pension Systems for State and Local Government Employees.* Washington, Mar. 27, 1942. 5 pp. Processed. (State and Local Government, Special Study No. 17, Preliminary Report.)

Text, tables, and charts briefly presenting the results of a canvass by the Bureau of the Census of the approximately 3,000 public employee pension plans.

U. S. CIVIL SERVICE COMMISSION. RETIREMENT DIVISION. *Synopsis of Retirement Benefits Under the Civil Service Retirement Act of May 29, 1930, as Amended to March 7, 1942, Inclusive.* Washington, 1942. 24 pp. Processed.

VIRGINIA. ADVISORY LEGISLATIVE COUNCIL. *Retirement of State Employees and Public School Teachers.* Richmond: Division of Purchase and Printing, 1942. 107 pp. (Senate Document No. 8.)

A report to the Governor presenting recommendations for a unified contributory retirement system covering both teachers and other public employees. Includes a draft bill and an actuarial report on the cost of the proposed system, including the basic rates and tables used in the calculations.

EMPLOYMENT SECURITY

ARTERBURN, NORMAN F. "Labor Dispute' and Unemployment Compensation: A Reply." *Indiana Law Journal*, Bloomington, Vol. 17, No. 5 (June 1942), pp. 446-447. (Notes and Comments.)

A letter criticizing an interpretation in the February 1942 *Journal* and declaring that the words "labor dispute" should not have different meanings under the Indiana Unemployment Compensation Act and the National Labor Relations Act.

CALIFORNIA. DEPARTMENT OF EMPLOYMENT. *Benefit Disqualifications in California. Report Submitted to California Employment Commission, May 12, 1942.* [Sacramento] 1942. 18 pp. Processed.

A detailed statistical study of 3,560 disqualification determinations made between February 1 and October 31, 1941.

CALIFORNIA. DEPARTMENT OF EMPLOYMENT. *Experience Rating in California; First Rating Period—January 1 to June 30, 1942.* [Sacramento] July 21, 1942. 8 pp. Processed. (Report 285B #1.)

GIBBONS, JOSEPH J. "Proposal for Deciding Disputed Cases in Field Offices." *Bulletin of the Connecticut Employment Security Division and U. S. Employment Service*, Hartford, Vol. 7, No. 6 (June 1942), pp. 3-4 ff.

Advocates improving Connecticut unemployment compensation administration by "transferring the function of the Special Review Unit, in part, to the local office examiner."

ILLINOIS. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT COMPENSATION. *Adequacy of Duration of Benefits in Illinois; Second Benefit Year, April 1940-March 1941.* Place not given, July 1942. 9 pp. Processed. (Survey of the Second Benefit Year, Memorandum 1.)

ILLINOIS. DEPARTMENT OF LABOR. DIVISION OF PLACEMENT AND UNEMPLOYMENT COMPENSATION. *Potential Duration of Benefits in Illinois; Second Benefit Year, April 1940-March 1941.* Place not given, July 1942. 10 pp. Processed. (Survey of the Second Benefit Year, Memorandum 2.)

"Insurer Wins Important N. Y. Case on Status of Agent." *National Underwriter*, Life Insurance Edition, Chicago, Vol. 46, No. 30 (July 24, 1942), p. 9.

Discusses the New York Supreme Court decision against the claim of an agent of the Columbian Protective Association for benefits under the unemployment insurance law.

LUCKEY, ED. "Unemployment Insurance—Statutory Def-

initiation of Employment." *Oregon Law Review*, Eugene, Vol. 21, No. 4 (June 1942), pp. 406-407. (Recent Cases.)

PENNEBAKER, KENNETH C., and HART, ROBERT M. "Guaranteed Annual Income and Employment Stabilization Plan for State Highway Employees." *Public Personnel Review*, Chicago, Vol. 3, No. 3 (July 1942), pp. 177-189.

Describes the employment and wage stabilization plan in effect in the Minnesota State Highway Department since April 1, 1942.

PUBLIC WELFARE AND RELIEF

"Action Taken on One Year's Applications for Public Assistance, May 1941-April 1942." *Pennsylvania Public Assistance Review*, Harrisburg, April 1942, pp. 11-16, i-iii. Processed.

Includes information on the reasons for rejecting applications. With this issue, the title of the publication changes from *Pennsylvania Public Assistance Statistics*.

CATHOLIC CHARITIES, BROOKLYN. *Year Book*, 1941. Brooklyn, 1942. 100 pp.

Aspects of the charitable work of the Diocese of Brooklyn.

CHAMBERLAIN, H. E. "What Are the Priorities in the Care of the Aged?" *California Children*, Vol. 5, No. 5 (May 15, 1942), pp. 2-12. Processed.

Suggestions by a psychiatrist to social workers concerning some of the psychological traits in older persons, with advice for successful case work with the aged.

"Characteristics of Families Receiving Assistance, December 1941." *Pennsylvania Public Assistance Review*, Harrisburg, May 1942, pp. 10-16. Processed.

CLASS, NORRIS E. "Child Welfare Services and Community Organization." *Social Service Review*, Chicago, Vol. 16, No. 2 (June 1942), pp. 247-255.

Comments on the progress made and problems encountered in community organization activity promoted under the stimulus of title V of the Social Security Act.

DAVIS, ELWOOD B. "Family Versus Individual Budgeting in Old Age Assistance Grants in Wisconsin." *Social Service Review*, Chicago, Vol. 16, No. 2 (June 1942), pp. 278-308.

Some results of a study of old-age assistance in six Wisconsin counties, made to discover budgeting practices in cases "where more than one person lives on the grant that is supposedly intended for only one individual." Includes data on supplementation by general relief and on State and Federal budgeting policies.

GARRETT, ANNETTE. *Interviewing; Its Principles and Methods*. New York: Family Welfare Association of America, 1942. 123 pp.

Part One, The Nature of Interviewing, offers suggestions to social case workers on the art of the interview, human psychology, the interviewer's attitudes, and the purposes and methods of interviewing. Part Two dis-

cusses nine selected interviews—two from fiction—with respect to the principles developed in Part One.

LEMING, BERTHA. "The Contribution of Volunteers to Our Social Welfare Program." *Public Welfare in Indiana*, Indianapolis, Vol. 52, No. 7 (July 1942), pp. 10-12.

LUNDBERG, EMMA O. "Ascertaining Day-Care Needs." *The Child*, Washington, Vol. 7, No. 1 (July 1942), pp. 6-8.

A discussion of the types of information needed for the successful study of a community's need for day care for the children of working mothers.

SMITH, A. DELAFIELD. "Reintegrating Our Concepts of Privileged Communication." *Social Service Review*, Chicago, Vol. 16, No. 2 (June 1942), pp. 191-211.

An analysis and defense of the confidential character of the relation between the social case worker and the client in public assistance.

U. S. CHILDREN'S BUREAU. *Federal Grants to States . . . Under the Social Security Act*. Washington, 1941. 3 pp. Processed.

Three tables showing for each State the funds available and requested for maternal and child health services, crippled children, and child welfare services.

HEALTH AND MEDICAL CARE

ASSOCIATED MEDICAL SERVICES, INC., TORONTO. *Regulations, Effective July 1, 1942*. Toronto: The Services, 1942. 32 pp.

BAUER, MRS. NINA L. "County Director Describes Miami [Indiana] Medical Aid Program." *Public Welfare in Indiana*, Indianapolis, Vol. 52, No. 7 (July 1942), pp. 5-6.

BIERMAN, PEARL. "Public Medical Care: Illinois." *Medical Care*, Baltimore, Vol. 2, No. 3 (July 1942), pp. 226-234.

Describes the Illinois system of medical care for recipients of old-age assistance and aid to dependent children as developed by the Division of Public Assistance in cooperation with other groups.

BISHOP, EUGENE L., and CASE, H. L. "Medical Care at a T. V. A. Project." *Medical Care*, Baltimore, Vol. 2, No. 3 (July 1942), pp. 247-253.

Medical services, fees, administration, and statistics of the Tennessee Valley Authority project at Kentucky Dam, Marshall County, Ky.

"Cash Sickness Compensation Act in Rhode Island." *International Labour Review*, Montreal, Vol. 46, No. 2 (August 1942), pp. 213-214.

CLARK, KATHARINE G. "The Gap Between Examination and Treatment; Some Experiences of the NYA Program." *Medical Care*, Baltimore, Vol. 2, No. 2 (July 1942), pp. 203-214.

A discussion of the extensive program of physical exam-

inations set up in 1940 by the NYA and of the problems encountered in arranging for treatment.

COURT, A. T. "Sickness Absenteeism—Present and Future." *Industrial Medicine*, Chicago, Vol. 11, No. 6 (June 1942), pp. 271-275.

DE VIADO, MANUEL. "The Aims and Achievements of the Chilean Preventive Medicine Act." *International Labour Review*, Montreal, Vol. 46, No. 2 (August 1942), pp. 123-135.

FARRELL, JOHN E. "Rhode Island Tries Compulsory Disability Insurance." *Medical Economics*, Rutherford, N. J., Vol. 19, No. 10 (July 1942), pp. 50-52.

GREAT BRITAIN. EXCHEQUER AND AUDIT DEPARTMENT. *National Health Insurance Fund Accounts for the Year Ended 31st December 1940*. London: H. M. Stationery Office, 1942. 30 pp. (House of Commons Paper No. 23, sess. 1941-42.)

KING, J. H. "Hospitalization Insurance: Public or Private?" *Medical Economics*, Rutherford, N. J., Vol. 19, No. 11 (August 1942), pp. 36-40 ff.

Comment on the President's message recommending "hospitalization payments beyond the present benefit program."

LAIRD, ANGUS. "Cooperative Health Plans in Tampa." *Medical Care*, Baltimore, Vol. 2, No. 3 (July 1942), pp. 235-246.

A description of the medical services offered by several societies which have been active among Latin Americans in Tampa, Fla., for 50 years. Critical comments by other persons supplement the paper.

PINNEY, JEAN B. "How Fares the Battle Against Prostitution?" *Social Service Review*, Chicago, Vol. 16, No. 2 (June 1942), pp. 224-246.

Present activities by public and voluntary agencies in the attack on venereal disease.

"Rights of Industrial injured." *Illinois Labor Bulletin*, Chicago, Vol. 3, No. 1 (July 31, 1942), pp. 3 ff.

The first of a series "advising the general public of the rights and privileges under the Workmen's Compensation and Occupational Diseases Acts" of Illinois.

SANDERS, BARKEV S., and KLEM, MARGARET C. "Service and Costs in a Prepayment Medical Care Plan; Comparison With Other Plans and With the General Population." *Medical Care*, Baltimore, Vol. 2, No. 3 (July 1942), pp. 215-223.

Data on the medical services offered by a prepayment plan in the South which has more than 5,000 members. Comparisons are made as to clinic attendance, home visits by doctors, and days of hospitalization with five other plans, as reported by Dr. Franz Goldmann, and with the medical services of the general population, reported by the Committee on the Costs of Medical Care.

SAWYER, WILLIAM ALFRED. "Prehabilitation and Rehabilitation in Industry." *Journal of the American Medical Association*, Chicago, Vol. 119, No. 5 (May 30, 1942), pp. 419-423.

Industrial medicine "as part of the war effort."

SHEPPARD, VIRGIL. "Public Medical Care: Indiana." *Medical Care*, Baltimore, Vol. 2, No. 3 (July 1942), pp. 229-234.

Explains the recently liberalized Indiana program for providing "medical care for recipients of security aid without restriction as to extent and cost of service."

VAN HORN, A. L., and LESSER, ARTHUR J. "Hospital Standards for the Care of Crippled Children." *The Child*, Washington, Vol. 6, No. 12 (June 1942), pp. 308-310.

"Voluntary Health Insurance Plans." *Medical Care*, Baltimore, Vol. 2, No. 3 (July 1942), pp. 277-284.

News on developments in Michigan, Cleveland, New York, and the country at large in the field of medical prepayment plans.

WILSON, C. H. "Does the Public Health Movement Menace Private Practice?" *Medical Economics*, Rutherford, N. J., Vol. 19, No. 10 (July 1942), pp. 54-59 ff.

WILSON, CHARLES MORROW. "How Latin Americans Die, and What We Can Do About It." *Harper's Magazine*, New York, Vol. 185, No. 1106 (July 1942), pp. 141-148.

The importance to the entire Western Hemisphere of Latin American death and disease rates.